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ABSTRACT

This handbook for the selective placement of persons with physical and mental handicaps in federal civil service employment consists of eleven sections. Topics covered in section 1 include affirmative action, nondiscrimination, reasonable accomodation, definition of the term handicapped, acceptable terminology, and program implementation. Section 2 examines the role of the agency coordinator in such areas as eliminating attitudinal and procedural barriers, recruiting handicapped applicants, modifying jobs and work sites, unpaid experience and special employment programs, employee orientation and follow-up, and career development. Section 3 contains similar material on the role of the rehabilitation counselor. Architectural and transportation barriers and special provisions for handicapped individuals (special testing, temporary trial appointments, excepted appointments, and certification procedures) are described in sections 4 and 5. The next five sections examine blindness and visual impairment, deafness and hearing impairment, mental illness, mental retardation, and mobility and other physical handicaps. The needs, job possibilities, and placement of individuals with these disabilities are outlined. Preference and counselors, special employment programs, and organizations and services are discussed in the final section on disabled veterans. Lists of references and selected readings are provided. (MN)

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# Handbook of Selective Placement

of

Persons with Physical and Mental Handicaps

in

Federal Civil Service Employment

U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
NATIONAL INSTITUTE OF EDUCATION

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# Foreword

President Carter, on July 21, 1977, issued the following memorandum to heads of executive departments and agencies:

"When I addressed the White House Conference on Handicapped Individuals, I said that our nation can no longer tolerate discrimination against the handicapped. That means that we must enforce regulations to make sure that all facets of our national life—whether transportation, education, recreation, architecture, or others—are open to all our people.

"Perhaps the most important of these areas is employment. I intend that the government should set an example for fair employment practices, by demonstrating what can be done to make the fullest possible use of the abilities of qualified handicapped people.

"This is not a new effort. The government has already made progress toward removing barriers to federal employment. But I believe that we can do more. I ask that you actively review your annual affirmative action plans for hiring handicapped people and disabled veterans. As part of your review I ask that you study the actions being taken to meet your goals, and that you take any extra steps that may be necessary to fulfill our commitment.

"Our society has a duty to provide equal opportunities for our people, and an enlightened government has a duty to lead the way."

The President's message is a clear call to all Federal executives and managers. Another bench mark is the Civil Service Reform Act of 1978 (Public Law 95–454), which outlines basic merit principles that are to govern personnel practices and actions in the Federal Government. The law requires "fair and equitable treatment in all personnel management matters, without regard to politics, race, color, religion, national origin, sex, marital status, age, or handicapping condition and with proper regard for individual privacy and constitutional rights." This handbook outlines concepts and procedures that can and should be used to provide equal employment opportunity for all qualified handicapped applicants and employees.

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# *Chapter I*
# Introduction

## Program Objectives

The Federal Government employs handicapped individuals in positions for which they are qualified. There are no restrictions on the types of jobs that are open or the types of disabilities that are acceptable. Judgments are made on a case-by-case basis.

All of us—handicapped individuals, employers, and society—benefit when human resources are fully utilized. Equal employment opportunity is a right of every citizen and is fully compatible with the goals of efficiency and economy in government. Nonetheless, persons with disabilities frequently are overlooked as a source of employable talent.

The selective placement program is concerned with hiring, placement, and advancement of handicapped individuals in the Federal service and retention of Federal employees who become disabled for the positions they hold but may qualify for others or with rehabilitation may be able to develop the abilities they need to continue in their old jobs. The primary objective is full and fair consideration of persons with disabilities. The focus is on what handicapped individuals can do, not on what they cannot do. The program emphasizes abilities and skills applicable to employment.

According to the 1970 census the handicapped population of the United States is over 20 million—one of every 11 citizens. Conservative estimates place the number of handicapped persons of work force age (16 through 64), and able to work, at 7.2 million. The employment picture is not all that bright. A far greater proportion of the nonhandicapped than of the handicapped are in the labor force. Of our total population, 53 percent are employed; only 42 percent of the handicapped are employed. Seventy percent of all males but only 58 percent of handicapped males have jobs. Similarly, 30 percent of all women but only 24 percent of handicapped women work.

For many years the Federal Government has taken the position that it is not only of a desirable social objective but also good business to employ persons with disabilities. A voluntary self-identification survey disclosed that in 1977 handicapped individuals made up 6.6 percent of the Federal work force.

## Affirmative Action

The Rehabilitation Act of 1973 (P.L. 93-112), as amended by P.L. 93-516, and the Vietnam Era Veterans' Readjustment Assistance Act of

1974 (P.L. 93-508) have expanded and strengthened the Government's selective placement program by requiring agencies to develop and implement affirmative action program plans for employment of handicapped individuals and to prepare annual reports concerning the success of their efforts.[1] From 1973 to 1978 each year agencies submitted their plans to the Civil Service Commission for approval. In turn, the Commission submitted an annual report to Congress regarding the practices, achievements, and effectiveness of agency affirmative action programs. In February 1978 the President issued a reorganization plan consolidating equal employment opportunity enforcement functions in the Equal Employment Opportunity Commission (EEOC) as of January 1, 1979. However, reorganization will not substantially affect the contents of this handbook.

Results of affirmative action are measured in terms of two major objectives: employment of disabled persons in a broad range of grade levels and occupational series commensurate with their qualifications and development of agency policies that do not unnecessarily exclude or limit disabled persons because of job structure or design or because of architectural, transportation, communication, procedural, or attitudinal barriers. Affirmative action program plans express top management's commitment and serve as internal working documents. The information in this handbook is intended to help agencies put their plans into effect.

**Nondiscrimination**

It is illegal for a Federal agency to discriminate in employment against a qualified physically or mentally handicapped individual. Anyone who believes he or she has been subjected to discrimination on the basis of handicap may file a complaint with the agency's equal employment opportunity office.[2,3] Selective placement coordinators may be called upon for technical assistance after a complaint has been filed or may be asked to assist with pre-complaint counseling and other efforts to resolve problems informally.

Nondiscrimination regulations state that the Federal Government is to become a model employer of handicapped individuals. Requirements placed on agencies concern reasonable accommodation, employment criteria, pre-employment inquiries, and physical access to buildings.

For the most part discrimination complaints based on physical or mental handicap are processed in the same way as complaints based on race, color, religion, sex, national origin, or age. The complaints system within each agency consists of the following:

- Equal employment opportunity (EEO) counselors—for informal settlement of problems;
- EEO officers—for formal complaints;
- The director of EEO—responsible to the agency head.

Any employee who feels he or she has been discriminated against must discuss the problem with a counselor before making a formal complaint. It is expected that problems will be solved more readily by avoiding lengthy formal procedures as much as possible.

Counselors report regularly to the EEO officer about their activities, but they use the names of complainants only with permission. When appropriate, they make recommendations for action to the EEO officer where his or her involvement is necessary.

The EEO counselor must be contacted within 30 calendar days of the date of the incident that gives rise to a complaint or, if it is a personnel action, within 30 calendar days of its effective date. After that, the counselor has 21 calendar days to attempt informal settlement. If the problem is not resolved by then, the individual may file a formal complaint with the EEO officer or with certain other officials of the agency. The individual has the right to be represented at any stage in the presentation of a complaint, including the counseling stage.

Formal complaints must be filed in writing within 15 calendar days from the date of the last interview with the EEO counselor. The complaint must be specific and must be limited to the matters discussed with the counselor.

Once a formal complaint is accepted, the EEO officer advises the director of EEO, who assigns someone from another part of the agency to make an independent investigation of the matter. The individual is given a copy of the investigative file, and the EEO officer again provides an opportunity for informal adjustment.

If the individual is not satisfied with the proposed disposition of the complaint, he or she may request a hearing, with subsequent decision by the head of the agency or someone designated by the head of the agency. A hearing need not be held if a decision without one is requested.

If the individual does not ask for a hearing or a decision by the agency head within 15 calendar days, the EEO officer or another official delegated the authority may adopt the proposed decision as the official decision of the agency.

If a hearing is requested, an EEO complaints examiner from another agency is assigned to the case. He or she reviews the file, gathers additional information if necessary, conducts the hearing, and arrives at a recommended decision. This information is forwarded along with the complaint to the agency head or designee, who usually is the director of EEO. He or she makes the final decision. If the recommended decision is rejected or modified, the agency head must give reasons for doing so.

If the individual is dissatisfied with the agency's decision, he or she has a right to file an appeal within 15 days. Such appeals are heard by the Equal Employment Opportunity Commission.

An individual who is dissatisfied with an agency decision has a right to

file a civil action in a U.S. District Court. This must be done within 30 days of the decision rendered by the agency head or within 30 days of the decision rendered by the Equal Employment Opportunity Commission. The individual also has the right to file a civil action if he or she receives no decision from an agency within 180 days of filing a formal complaint or no decision from the Equal Employment Opportunity Commission within 180 days of filing an appeal.

**Definition of "Handicapped"**

For purposes of Federal employment "a handicapped person" is defined as an individual who has a physical or mental impairment that substantially limits one or more major life activities, has a record of such an impairment, or is regarded as having such an impairment.[2,4,5] Major life activities are functions such as caring for one's self, performing manual tasks, walking, standing, hearing, speaking, breathing, learning, and working. Impairments may be physiological disorders or conditions, cosmetic disfigurement, or anatomical loss affecting any of the following body systems: neurological; musculoskeletal; special sense organs; cardiovascular; reproductive; digestive; genito-urinary; hemic and lymphatic; skin; and endocrine. Also covered are mental or psychological disorders such as mental retardation, organic brain syndrome, emotional or mental illness, and specific learning disabilities. The degree to which an impairment limits an individual is evaluated in terms of employability.

It should be noted that this definition includes persons who have been (but no longer are) as well as persons who are regarded as being (but are not) handicapped. Applicants and employees are protected against discrimination even if their handicaps exist only in the minds of others. However, as will be explained later in this handbook, narrower definitions are used to determine eligibility for excepted appointments and other special provisions.

**Acceptable Terminology**

There is no generic term that adequately describes all the intended beneficiaries of selective placement assistance. In the target group are physically handicapped persons, mentally retarded persons, and mentally restored persons, among others. "Handicapped" is an appropriate word, since the principal reason for having selective placement programs for these individuals is that their disabilities frequently are handicaps to employment.

Labels currently used in various parts of the country include *handicapped, individuals with a handicap, disabled, individuals who are disabled, individuals with a disability, handicappers,* and *able-disabled.* The words *persons* and *people* often are substituted for *individuals.* Almost any combination of terms is acceptable, except for impersonal expres-

sions such as *the handicapped*. There is widespread resentment of language that ignores the humanity of disability.

### Reasonable Accommodation

A very basic concept in affirmative action and nondiscrimination is reasonable accommodation. A Federal agency is required to make reasonable accommodation to the physical and mental limitations of a qualified handicapped applicant or employee unless the agency can demonstrate that accommodation would impose an undue hardship on the operation of its program.[2] Reasonable accommodation includes such actions as making facilities accessible to and useable by persons with disabilities, job restructuring, part-time or modified work schedules, acquisition or modification of equipment or devices, adjustment or modification of examinations, and provision of readers for blind persons and sign language interpreters for deaf persons. In determining what constitutes an undue hardship, an agency may consider the size and type of its program and the nature and cost of accommodation.

For purposes of reasonable accommodation, affirmative action, and nondiscrimination handicapped individuals must be qualified for the employment they seek. With reasonable accommodation—or without it if it is not needed—they must be able to perform essential functions of the job safely. They also must meet experience and education requirements or the criteria for appointment under a special authority.

### The Interagency Committee

The Interagency Committee on Handicapped Employees addresses policy and program issues that affect affirmative action and nondiscrimination. Established by section 501 of the Rehabilitation Act of 1973, the committee reviews the adequacy of hiring, placement, and advancement practices in the Federal sector and provides a focus for Federal and other employment of handicapped individuals. The committee also provides consultation on employment of disabled veterans as required by section 403 of the Vietnam Era Veterans' Readjustment Assistance Act of 1974.

Committee members are the heads of eight Federal agencies. Work groups analyze issues and develop recommendations for consideration by the committee. Selective placement coordinators sometimes are asked to be members of these groups, and handicapped individuals and rehabilitation professionals often serve as consultants.

### Program Implementation

The Office of Personnel Management (OPM), as the central personnel agency for the Federal Government, has major responsibility for selective placement of handicapped individuals in the Federal service.[6] By coordinating agency programs the OPM serves as a catalyst. Its central office,



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ten regional offices, and more than 60 area offices maintain relationships with all agencies, both public and private, concerned with employment of persons with disabilities.

In the central office, primary responsibility is vested in the Office of Selective Placement Programs. In the ten regional offices, the Veterans Federal Employment Representatives are responsible for programs and efforts within their regions. Central and regional office activities mainly concern the provision of leadership, coordination, and guidance to Federal agencies in development and implementation of sound affirmative action plans for employment of handicapped individuals.

In each area office, a selective placement specialist is responsible for assuring that qualified handicapped applicants are given full consideration for employment through the competitive examining process and through appointment under applicable excepted authorities. Federal job information centers located in more than 100 cities are sources of basic information and can refer applicants who need selective placement assistance to advisors in Federal agencies.

Selective placement programs are organized plans and procedures that provide the framework for Federal agency implementation of law and executive branch policy. The purpose is to help qualified handicapped individuals obtain and retain employment consistent with their skills, knowledges, and abilities and their capacity for safe and efficient job performance.

Personnel administration, including hiring, is the responsibility of each Federal agency. Presidential policy statements over the years have placed individual responsibility equally on Federal managers and supervisors. Although line supervisors ultimately are the real personnel managers, effective selective placement programs must have the active cooperation of agency personnel specialists, the Office of Personnel Management, State employment services, State vocational rehabilitation agencies, Veterans Administration facilities, and organizations of and for persons with disabilities.

### Contents and Use of Handbook

There is very little that is new in this handbook. The basic information has been published elsewhere, primarily in the Federal Personnel Manual. Presented here are summaries of regulations and pertinent information and suggestions. The purpose is to facilitate teamwork among Government officials, rehabilitation personnel, and members of the disabled community.

Most of the publications cited are available through the personnel offices of Federal agencies and the regional and area offices of the Office of Personnel Management. Additional resources are grouped by subject matter, and ordering information is given.

**The Importance of Perspective**

In selective placement the importance of positive attitudes cannot be too strongly emphasized. The attitude of a potential employer can affect the self-respect, the future, and the whole life of a handicapped applicant. The erroneous tendency to concentrate on disability rather than ability represents the type of thinking for which actual experience in employing handicapped individuals is the only real cure. Examinations may predict performance, but a person must be hired before he or she can demonstrate competence.

Employers must be persuaded to give handicapped individuals a chance in spite of preconceived notions about what persons with disabilities can and cannot do. They need to understand that disabled people have useful skills and can perform jobs for which they are qualified as well as their nondisabled peers can.

The Federal Government, as the nation's largest employer, is concerned not only with its own practices but with its role as a model for State and local governments and employers in the private sector. If selective placement is to be truly effective, it must be affirmed by all those who are in positions to give handicapped individuals opportunities to prove themselves.

# *Chapter II*
# The Agency Coordinator

### The Coordinator System

There is a selective placement coordinator in every major organizational component of a Federal agency.[7] There are two types: staff and operating. They are part-time or full-time, depending on the size of the unit they serve. In small agencies, the staff coordinator may also be the operating coordinator.

To plan and implement affirmative action for handicapped individuals including disabled veterans, any agency with at least 3,000 employees should have a full-time program manager at the headquarters level and also in each component with at least 3,000 employees. Usually this person is a selective placement coordinator.

Staff coordinators are responsible for overall management of selective placement programs within an agency, region, area, major command, or other large unit. Operating coordinators are concerned with individual placements and specific situations in which handicapped employees work.

The operating coordinator is the most important person in the selective placement system, because he or she is the person who

- provides direct service to handicapped individuals;
- brings applicants and selecting officials together;
- knows agency managers and supervisors and the types of positions they have to fill;
- has knowledge of rehabilitation organizations and services that can help solve problems when necessary.

The operating coordinator is directly involved in the day-to-day aspects of selective placement—from recruitment and interviews to placement, follow-up, and career development. He or she seeks out handicapped individuals who are qualified for Federal employment and helps them find jobs. New coordinators who have not worked closely with disabled people should take initiative to acquire this type of experience so that they can teach personnel specialists and other agency staff members to be effective in their dealings with handicapped individuals. Theoretical grounding is available through the three-day seminar on selective placement offered by the Office of Personnel Management.

### Responsibility for Implementation

Every agency has a variety of resources that can be used to promote employment and advancement of handicapped individuals. It is the coordinator's responsibility to bring these resources to bear.

Coordinators are to be advocates. They are to take initiative and seek influence. They must sell themselves and their programs to their own agencies before they can promote the interests of handicapped applicants and employees. The coordinator not only must be personally active and effective but also must enlist the assistance of other agency personnel. Coordinators should identify leaders wherever they are, inside or outside the Government, and should provide opportunities for these leaders to participate in selective placement efforts. In particular, there should be formal mechanisms for input from handicapped employees and members of the local disabled community. Persons with disabilities should help plan and implement the programs that are intended to serve them.

Selective placement should be a cooperative undertaking. It is not necessary for the coordinator to be involved every time a handicapped person is hired or promoted or every time a barrier is identified or removed. Whether the agency is large or small, many people should be involved. Recruiters can interview disabled students at the schools they attend. Building managers can arrange for installation of special equipment. Trainers can conduct orientation sessions. Information officers can prepare pamphlets and videotapes. To some extent, operating coordinators like staff coordinators should be program managers. Nonetheless, it is the coordinator who is responsible for seeing that work gets done.

In cities where several Federal agencies are within commuting distance of one another, coordinators should cooperate in setting up networks of contacts. Since handicapped individuals in the area conceivably could be employed in any of the local agencies, coordinators working together will be more effective than coordinators working separately.

### Eliminating Attitudinal and Procedural Barriers

It is the coordinator's responsibility to make his or her agency aware of the abilities of qualified handicapped individuals and to see that equal employment opportunity becomes a reality for them. Among the negative attitudes that interfere are:

**Apathy**—Many people are unaware of the problems that confront handicapped employees and applicants. Therefore, they do not care about these problems and do not work to solve them.

**Paternalism**—People with the best of intentions may nonetheless have the mistaken idea that handicapped individuals cannot take care of themselves, that they need special supervision on the job, and that a great deal of time must be spent meeting their needs.

**Focus on disability**—When a handicapped individual is considered for a job or a promotion, it is easy to overemphasize what the individual will be unable to do.

**Fear**—Many people are uncomfortable around individuals with certain

disabilities. They are afraid because the other person is different, and they are embarrassed by their response to this difference.

**Curiosity**—Some interviewers who have no intention of offering jobs interview handicapped persons out of curiosity. This is unfair and insulting.

**Stereotyping**—Preconceived notions interfere with consideration of individual characteristics. That some deaf people are good printers does not mean that other deaf people should be forced into that occupation.

**Fear of change**—Employers may be afraid that bringing a handicapped person into an office or a shop will disrupt routine and lessen efficiency or productivity. This is especially true if the job that is open has not previously been held by a handicapped person.

**Focus on superstars**—There is a tendency to place handicapped individuals in positions for which they are overqualified. Once employed, they outperform their nondisabled peers. Employers then look for other superstars, thus discriminating against handicapped applicants by requiring more of them than of other applicants.

**Misinformation**—So-called "facts" should be scrutinized carefully, as many widespread beliefs are erroneous. Employment opportunities often are spoiled by misinformation.

**Backlash**—Some managers and supervisors resent what they feel is pressure to employ and promote handicapped individuals and members of other special populations.

Unexamined attitudes lead to discriminatory procedures.[8] Handicapped job-seekers sometimes are denied equal employment opportunity because longstanding rules and regulations have perverse, though unintended, effects. Unrealistic medical qualification standards and inflexible testing procedures, for example, can create barriers that are insurmountable. Usually, problems can be solved if officials understand the situation and acknowledge the rights of handicapped individuals.

The selective placement coordinator should watch for procedural barriers, explain them to persons in authority, and suggest methods of problem-solving. Most of the special programs and procedures described in this handbook were developed to eliminate procedural barriers.

### Persuading Supervisors

The coordinator should maintain personal contact with supervisors throughout the agency. This is one of the keys to an effective selective placement program.

Facts get results. Information should be provided at every opportunity; for example, during supervisory training courses, in agency publications, and by visits to work sites. The coordinator should point out that handicapped persons have talents that are needed. It should be emphasized that a qualified person with disabilities can perform a job every bit as well

as a nondisabled person. One does not have to "walk" to work at a desk all day, "see" to be a computer programmer, "hear" to operate equipment, or "be bright" to do simple tasks.

Supervisors may recognize the truth of these statements, yet still need to be convinced that the jobs in their own shops can be handled by persons with disabilities. Supervisors need to be assured that matching the abilities of a handicapped individual to the demands of a specific job is a healthy extension of the merit system's creed of hiring the best qualified person. Selective placement equalizes opportunity. It does not confer unfair advantage.

The Office of Personnel Management's one-day course on successful supervision of handicapped individuals is a valuable learning experience for any supervisor and should be recommended and publicized by the selective placement coordinator. Familiarity with disabilities and techniques for accommodating them instills the confidence supervisors need to consider rationally the employment of handicapped individuals.

**Recruiting Handicapped Applicants**

Handicapped persons cannot be hired unless they are aware of job vacancies and apply for positions that are open. Recruitment literature should be reviewed to assure that it does not discourage disabled people from applying.

Recruitment is part of affirmative action, and outreach is essential. The coordinator should be directly in touch with handicapped persons and their organizations, should maintain liaison with a variety of rehabilitation agencies, and should participate in job fairs, conferences, and other events that focus on employment of handicapped persons.

Also, the coordinator should keep copies of job applications from persons with disabilities and should be on the lookout for appropriate vacancies. The coordinator should be prepared to assist affirmative action efforts by referring and soliciting applications. Managers and supervisors who wish to make special hiring efforts should be able to turn to the coordinator for advice.

A variety of counselors and other specialists in the public and private sectors help handicapped individuals find jobs. The coordinator should make these employment specialists aware of hiring patterns and specific vacancies. The coordinator also should be sure that managers and supervisors in his or her agency are familiar with outside services that can assist recruitment efforts.

Special attention should be paid to programs that have Federal ties, e.g., State rehabilitation agencies (U.S. Department of Health, Education, and Welfare), State employment services (U.S. Department of Labor), and local veterans service offices (U.S. Veterans Administration).

Organizations in the private sector also can refer applicants when there

are vacancies to be filled. Among these are consumer organizations composed of handicapped individuals and their advocates. Other resources are centers for independent living, halfway houses, sheltered workshops, vocational training centers, rehabilitation institutes, and disabled student programs at colleges and universities. Directories listing organizations of and for handicapped individuals and agencies serving these persons are listed at the end of this handbook. Governor's and mayor's offices frequently can provide information about state and local groups.

Since recruitment often takes place through intermediaries, organizations of rehabilitation counselors and other types of guidance personnel should be approached. These people need to become familiar with the personnel needs of Federal agencies.

### Hiring People for Ability

The assignment of a handicapped person to a job should be based on what he or she has to offer, not what he or she has lost or might lack. Good placement analysis is based on the "whole person" concept. The candidate must be evaluated in terms of total capacity: aptitudes, skills, training, and experience. All these factors must be considered to place the individual so that a physical or mental disability does not interfere with job performance. The mark of proper selective placement is that the handicapped employee is not occupationally disabled.

Jobs cannot be classified according to which are and which are not appropriate for persons with disabilities. For any particular job, it is probably true that there is a handicapped person somewhere who could discharge the duties efficiently. The ability of a particular handicapped individual to do a particular job depends upon the specific qualifications and abilities of the individual and the specific requirements of the job.

### Identifying Job Requirements

In placing handicapped applicants, certain considerations should be emphasized. Careful job analysis will assure compatibility between job requirements and the individual's talents. The tasks of the position must be completely and accurately identified, and the demands the job and the environment make on the worker must be ascertained. The supervisor should be involved, because he or she knows how the job has been done in the past and should be able to visualize alternatives that would accommodate disabilities. If possible, an employee should be observed performing a job similar to the one that is open.

The coordinator should encourage agency staff to consider job modification before deciding that a particular job cannot be performed by a particular handicapped individual. The job should be considered in terms of its basic purpose and its relationship to the overall mission of the organizational unit in which it is located. Incidental activities and collateral

assignments should not be confused with required functions. If necessary, any but the most essential duties can be eliminated, modified, or assigned to other employees.

**Modifying Jobs and Work Sites**

Handicapped workers, like others, should be regarded as members of a team. Thoughtful assignment of duties and careful design of the work site increase the productivity and efficiency of any work force. It is standard management practice to modify jobs and environments to accommodate individual and group abilities and disabilities.

How a job is accomplished, under what circumstances, and with whose cooperation can be varied almost endlessly. For example, duties can be assigned in a secretarial pool so that a deaf typist need not answer the telephone or a sighted clerk spends some time each day reading for a blind professional. A mentally retarded copy machine operator can take on additional stapling chores instead of tabulating the numbers of copies to be charged to various departments. Telephone company engineers can solve a variety of communication problems. Flexitime can be used to break up the work day so that there is time for personal care, rest periods, or special routines necessitated by some disabilities. Equipment and work surfaces can be raised or lowered for persons in wheelchairs. Controls can be moved and modified for operation by any part of the body. Bins or shelves can be added or altered for the convenience of handicapped individuals, and special holding devices can be built into seats, desks, and machines.

Often, handicapped individuals and their employers develop ingenious solutions to problems that at first seem overwhelming. Technical assistance is available from vocational rehabilitation agencies and organizations of handicapped individuals. In many cases, however, the best resource is the person whose disabilities are to be accommodated. Most handicapped individuals are experts on their own disabilities and methods of coping with them. The coordinator should encourage the ingenuity of managers and supervisors and should stress that common sense often is all that is required to create a situation in which a handicapped employee can be an asset to the work force.

Usually the cost of accommodation is low, but in some cases expense is unavoidable. State vocational rehabilitation agencies can purchase special equipment for their clients, but funds are limited. Federal agencies can pay for many of the items needed through equipment, maintenance, repair, and renovation budgets. Some equipment manufacturers will make necessary modifications at no cost to the agency or the employee. Essential services may be available through volunteers. Costly and complicated accommodations should not be undertaken without careful analysis of alternatives. Expert advice often can improve cost effectiveness.



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## Medical Qualification Standards

For some jobs specific physical characteristics such as useable hearing or eyesight may be required. Most jobs, however, can be performed by persons with substantial disabilities. Medical qualification standards must be job-related. Ability to perform position duties must be the prime consideration in determining the employability of an applicant, and a specific medical condition or impairment should not be automatically disqualifying. Factors to be considered include reasonable accommodation and satisfactory use of a prosthesis or mechanical aid.[9]

Currently, there are no questions about health or disability on Federal job application forms. Any forms that make such inquiries are outdated and should be corrected—particularly if they are to be used by persons with disabilities. Selective placement coordinators should watch for old application forms on which applicants have given information about disability and should suggest to the applicant that he or she may wish to submit a new form. When it is necessary to determine medical suitability for employment, this is done after a job has been offered conditionally and the same procedures are used whether the applicant is handicapped or not.[2]

The appointing official is responsible for determining that applicants and employees meet the medical requirements of positions for which they are being considered. These requirements are established by the Office of Personnel Management and waivers must be granted for persons entitled to veterans preference and also for applicants who demonstrate ability to safely and efficiently perform the duties of the position involved.[10] Since published standards state requirements that are common to most positions within an occupational series but do not necessarily apply to every position, it is possible that an individual may be able to satisfactorily perform the duties of a specific position without actually meeting the physical requirements for the series.

A handicapped individual may be able to demonstrate on the basis of work history, a work sample, or a trial period that he or she can perform a job safely and efficiently, regardless of a disability that could be regarded as disqualifying. In such a case, the appointing official may waive or lower physical standards to ensure that only the minimum physical abilities necessary are being required.[11] The selective placement coordinator should work with appointing officials to see that standards are set fairly and waivers are used appropriately.

## Examining and Appointing Procedures

Most Federal employees, including those who are handicapped, obtain their jobs competitively. For some persons, however, ordinary procedures do not apply fairly or accurately.

There are a number of handicapped individuals who are unable to

demonstrate their qualifications adequately within the competitive system because of the nature of their disabilities. To help these people obtain Federal employment, special procedures and appointing authorities have been established. Among the options are special testing, 700-hour and other temporary trial appointments, excepted appointments, and special certification procedures. These will be described later in this handbook.

When applicants with disabilities are identified, the coordinator should be careful to encourage proper examining methods so that no procedural handicap is inflicted.[7, 12] The coordinator should advise individuals with disabilities about special arrangements that can be made through the Office of Personnel Management and, if the agency administers tests, should serve as a consultant in regard to reasonable accommodation. To help applicants decide whether they would prefer to seek employment through competitive or noncompetitive procedures, the coordinator should be prepared to discuss the advantages and disadvantages of various types of appointments and the typical career progress of persons serving under these appointments.

**Unpaid Experience and Special Employment**

Among avenues that can lead to Federal employment for handicapped individuals are unpaid work experience and special employment programs. Coordinators for selective placement should learn about these programs and see that there are opportunities for handicapped individuals to participate.

Federal agencies may provide unpaid work experience and related training to assist clients of State vocational rehabilitation agencies and veterans with service-connected disabilities who are receiving rehabilitation services from the Veterans Administration.[13, 14] Coordinators should take initiative by involving managers and supervisors and getting in touch with sponsoring agencies. Counselors can help coordinators prepare the working agreement or letter of understanding that must be signed in regard to each trainee.[15]

Handicapped persons participating in these programs are covered by the Federal Employees Compensation Act (5 U.S.C. 8101-93) and are entitled to benefits in the event of injury or disease arising out of or in the course of training.[14] Federal agencies do not guarantee permanent employment at the completion of unpaid work experience and training, but a job in the public or private sector may become a real possibility.

There are a variety of ways of obtaining paid experience that enhances the likelihood of Federal or other employment. Handicapped persons are eligible for positions funded under the Comprehensive Education and Training Act (CETA). Other possibilities are employment under the Cooperative Education, Stay-in-School, Summer Employment, Summer Aide, or Summer Intern Programs. For student and summer employment, eligi-

ble handicapped applicants can be appointed competitively or, as is explained later in this handbook, through certification by a State vocational rehabilitation agency. Restrictions on nepotism may be waived to permit employment of severely disabled young people at the same agency as their parents if this is necessary to avoid traumatic difficulties related to work site adjustment and transportation.[13,16]

### Employee Orientation and Follow-Up

Whenever a handicapped individual is hired, he or she should be oriented in the same way as other employees. However, since persons with disabilities recently have acquired new rights in Federal employment and since managers and supervisors sometimes are unaware of their responsibilities in regard to reasonable accommodation of disabilities, the selective placement coordinator should make a special effort to anticipate and avoid problems that may arise during the first few days or months. The coordinator should survey the work site and see that the employee is given a tour of the premises and introduced to co-workers. Periodically the coordinator should speak with the employee and the supervisor on the telephone or in person to find out if further assistance is needed.

The cooperation and understanding of the immediate supervisor are critical. The training of any new employee is important if he or she is to get a proper start; this is particularly true of handicapped employees. At first the supervisor should check frequently to see that work is being performed correctly and efficiently. Additional training and instruction that may be needed then can be determined at an early stage. Minor job tailoring or assignment of different duties often brings about fuller utilization of the individual's capabilities. The services of a rehabilitation specialist may be helpful in solving any difficult problems that arise.

Coordinators should make sure that supervisors are supported in the selective placement process. Supervisors must be assured that their evaluation of employee work performance will be taken seriously. If a handicapped person cannot perform satisfactorily after a full and fair trial period, then his or her employment should be terminated. No supervisor or manager owes a job to any handicapped individual. The goal and the only obligation is equal employment opportunity.

### Career Development

The selective placement coordinator should seek the support and persuasive leadership of management to assure that the handicapped employee is not forgotten once he or she is on the job. One of the major problems facing persons with disabilities is underutilization of their skills, knowledges, and abilities. Appropriate placement of new employees alleviates part of the problem. However, some handicapped individuals spend

years in jobs beneath the level of their actual or potential ability.

**Training**[17]—Employees with disabilities should be encouraged to avail themselves of training opportunities such as in-house and interagency courses and courses offered by the Office of Personnel Management and local schools and colleges. Training officers and coordinators of selective placement should take full advantage of the Government Employees Training Act (5 U.S.C. section 4101–4118) in meeting the career development needs of handicapped individuals. Appropriated funds may be used for special expenses such as reader and interpreter fees, rental of barrier-free facilities, and taped or brailled materials.[18]

It should be possible to arrange for almost any course to be offered in a location accessible to and useable by handicapped individuals. In Government courses, discrimination on the basis of facility inaccessibility is forbidden.[2] Similarly, most private educational institutions receive Federal money and therefore are required to make their programs accessible.

**Experience**—The selective placement coordinator should encourage his or her agency to use details and reassignments as a means of providing handicapped employees with experience and on-the-job training that will enhance their opportunities for promotion. Agencies also should ensure that handicapped employees are given full consideration for inclusion in upward mobility programs.

**Promotion**—The selective placement coordinator should make handicapped employees aware of opportunities for career counseling and should see that managers and supervisors are sensitive to the goals and ambitions of handicapped employees in the agency. Affirmative action should include steps to advance employees who have performed their jobs well and wish to be promoted. Similarly, those who wish to broaden their horizons should be enabled to move from one field to another and from one agency to another.

Revisions can be made to the agency merit promotion plan to allow for consideration of handicapped employees who are serving under excepted appointments. Although they cannot be considered concurrently with competitive service employees, their names can be sent to the supervisor on a separate list and, if the supervisor wishes to select a handicapped employee, the position can be excepted.[19] Every effort should be made to see that employment under a special appointing authority does not prevent qualified handicapped individuals from reaching their maximum potential.

### An Alternative to Disability Retirement

Selective placement is an alternative to disability retirement.[20] Coordinators should explore with management the feasibility of retaining employees who become disabled or whose disabilities are aggravated during their careers.

The first step is to determine the current extent of disability. If sufficient information is not available, the employee may be required to appear for a fitness-for-duty examination. Once the medical evidence has been gathered, the selective placement coordinator should begin to consider what the employee is able and motivated to do.

With minor job modifications or changes in the physical environment, it may be possible for the individual to remain in his or her accustomed position. If not, then reassignment, use of a detail, or retraining should be considered. When new or old disabilities begin to interfere with an employee's work, it is the duty of the coordinator to make every effort to see that the employee has options other than retirement.

When the issue is disability retirement versus reassignment, the employee should be given a balanced presentation of the advantages and disadvantages of each course of action. For employees who are retired on disability and feel they are able to return to work, agencies should consider use of a temporary appointment or unpaid work experience to provide opportunity without altering eligibility for retirement benefits. Agencies also should bear in mind that persons receiving compensation payments and recovered annuitants are eligible for the displaced employee program. Provisions of this program should be given wide publicity and strong emphasis.

The disabled employee should be fully advised of his or her options and should not be coerced in any way. The employee is the one who must decide whether to retire or pursue rehabilitation and continued employment. The coordinator should make a conscientious search for appropriate positions and should consider the possibility of transfer to another agency. The coordinator also should provide information about vocational rehabilitation services available through state and private agencies.

**Rehabilitation Service Resources**

Vocational rehabilitation counselors are available from the local offices of State vocational rehabilitation agencies. A telephone call from a Federal agency is all that is necessary. The extent and types of services offered may vary from state to state, but most counselors are able to do some or all of the following:

- Explain disabilities;
- Identify jobs that are in demand among handicapped individuals;
- Refer qualified handicapped applicants;
- Provide follow-up assistance for placements made;
- Provide assistance when handicapped individuals employed under excepted appointing authorities are upgraded or downgraded or when problems arise in regard to these employees;
- Evaluate the rehabilitation needs of Federal employees who become

disabled and advise managers and supervisors about services available;

- Purchase special equipment handicapped individuals need to perform their jobs;
- Locate readers for blind people and interpreters for deaf people;
- Provide tuition for special schooling as part of individual career development;
- Advise about modifications needed to overcome architectural, transportation, and communication barriers;
- Participate in training programs for coordinators, managers, and supervisors (possible topics: major disabilities, reasonable accommmodation, the concept of job-relatedness, and modification of jobs and work sites);
- Arrange for coordinators, managers, and supervisors to tour rehabilitation centers, sheltered workshops, campus facilities for disabled students, and centers for independent living.

While State vocational rehabilitation agencies are a primary source of rehabilitation services, a number of other groups also can be helpful. For example:

- university medical centers and counseling programs;
- Veterans Administration hospitals and centers;
- organizations of disabled consumers;
- the U.S. Employment Service;
- the President's Committee on Employment of the Handicapped;
- local and state committees on employment of handicapped individuals;
- the President's Committee on Mental Retardation;
- the Rehabilitation Services Administration, U.S. Department of Health, Education, and Welfare;
- the Office for Handicapped Individuals, U.S. Department of Health, Education, and Welfare;
- the U.S. Architectural and Transportation Barriers Compliance Board.

Handicapped employees of the agency are another vital resource. Many of them are active in advocacy groups, serve on agency advisory committees, and are experts on various aspects of disability and rehabilitation.

**Promoting Publicity**

Publicity is essential to the success of selective placement. There are a number of target groups to be reached: the disabled community, the rehabilitation establishment, the agency work force, and the general public. Within the agency, managers and supervisors are especially important,

since they are responsible for selecting new employees. Selective placement is a process not well enough understood or widely enough known. Awareness of goals and progress is a prerequisite for broad-based support of the program.

Communications media are used to greatest advantage by people who specialize in dissemination of information. Selective placement coordinators should work with agency information officers to see that employment of handicapped individuals is presented as an integral part of equal employment opportunity. Basic concepts such as reasonable accommodation can be discussed in agency publications. Films and slide shows can be prepared to document successful selective placement and suggest possibilities for more extensive efforts. Posters and pamphlets can be used to publicize affirmative action.

Most important, media of all sorts can be used in subtle ways to influence attitudes. Handicapped employees should be presented as effective and unremarkable members of the work force. The more awareness there is that disabled people work for Federal agencies in large numbers, do their jobs well, and are accepted by their co-workers, the more willingness there will be to seek out qualified handicapped individuals and put their talents to good use. Special emphasis should be given to employees with disabilities who hold jobs not usually associated with handicapped individuals. In the past stereotyped and dead-end positions have been overplayed. The goal should be to show that disabled people are upwardly mobile and are capable of functioning well in a wide variety of positions.

Publicity should be planned on at least two levels. At the first level, persons with disabilities should be pictured, mentioned, and otherwise included without emphasis in general purpose materials that have nothing to do with employment of handicapped individuals. At the second level, the accomplishments of individual handicapped employees should be highlighted and issues specifically related to equal employment opportunity for handicapped persons should be discussed. Direct and indirect approaches complement each other. There is a need for broad-spectrum image-building as well as for conveyance of information and provocation of thought. As long as handicapped individuals are nonpersons in the media, they will not be accepted into the mainstream of life or employment.

The selective placement coordinator should review the agency's public and internal information materials and develop a list of suggestions. A few possibilities:

- There could be at least one major article each year in a widely distributed periodical and at least one news item or photograph in each issue of an employee or management newsletter. People, programs, ideas, and situations can be mentioned in passing or featured in detail. Materials can be written by the coordinator, rehabilitation

counselors and other experts outside the agency, handicapped individuals, or agency information officers.

- Artists and designers could be encouraged to portray handicapped persons in the illustrations they develop for various purposes. For example, a person in a wheelchair could be pictured in a pamphlet about mortgage loan guarantees.
- Producers could be asked to show handicapped individuals in a certain number of films or other audio-visual presentations. For example, in a videotape about small business opportunities there might be a segment in which someone uses sign language to converse with a deaf person.
- Writers from local newspapers and magazines and producers from local television and radio stations can be invited to do feature stories about people or programs of special interest. This should be arranged through an agency information officer, with the consent of any handicapped employees who are to be interviewed or photographed.
- Once or twice a year a press release could be distributed to key publications read by persons with disabilities and rehabilitation counselors. Editors look for news items and feature stories of interest to their readers and welcome well-written materials.

Awards are a traditional and popular method of promoting publicity. Each year in October the Office of Personnel Management sponsors an awards program honoring ten outstanding handicapped Federal employees.[21] The purpose is to recognize individual achievements and, by publicizing them, to focus attention on opportunities for handicapped individuals in the Federal service. Agencies are encouraged to develop their own awards programs and may nominate one employee each year for the national competition. Selective placement coordinators can help identify individuals who would be good candidates for awards and can work with headquarters personnel in the agency to set up agency awards programs.



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# *Chapter III*
# The Rehabilitation Counselor

### The Counselor's Role

The rehabilitation counselor's role in selective placement is to understand Federal personnel needs, help clients find Federal jobs, and make Federal agencies aware of the various forms of assistance counselors can offer them and their employees. More handicapped persons are now working for the Federal Government than ever before, in part because rehabilitation counselors have learned Federal hiring procedures and have made their services known to Federal agencies.

The best way for a counselor to make placements is to develop a reputation as a resource. The counselor must be well enough known among personnel specialists and others involved in hiring that when vacancies occur or problems arise the counselor is notified. Counselors need a network of contacts. They should drop by personnel offices from time to time, telephone key people regularly, and attend meetings and conferences that concern Federal employment of persons with disabilities. Counselors may wish to coordinate their efforts by dividing liaison responsibilities among themselves so that certain individuals are responsible for certain agencies.

Rehabilitation is not complete until job-ready clients are placed successfully. For persons with disabilities the Federal Government offers opportunities for employment that often are superior to those in the private sector. Handicapped individuals have rights when they look for Federal employment. Counselors should understand these rights and educate their clients and prospective employers.

### Learning About the Job Market

Counselors know the abilities of their clients and are experts on rehabilitation; to make selective placement work, they also must understand the Federal job market. The first step is to visit the nearest Federal Job Information Center. These centers, located around the country, are affiliated with area offices of the Office of Personnel Management (OPM). In each area office there is a selective placement specialist who can give advice about job qualifications, examining procedures, and position vacancies. The OPM's central office in Washington, D.C., and its ten regional offices also can supply this type of information and can direct counselors to resources near them.

The most important function of an area office specialist is to maintain current information on employment opportunities in the geographical

area covered by the office. He or she also can arrange special testing for persons with disabilities. The counselor should be personally acquainted with the selective placement specialist in the nearest area office.

**Meeting Coordinators**

The counselor should attempt to determine which Federal agencies in the area are most likely to employ the types of clients with whom he or she works. A good way of doing this is to survey agency personnel needs by interviewing selective placement coordinators. The counselor should establish active working relationships with coordinators. Knowing people smooths the way when the counselor sets out to help a handicapped individual find a job.

In particular, coordinators can be of assistance under the following circumstances:

- When it is not obvious which or how many occupational series include jobs for which a client is qualified;
- When a client has established eligibility and needs help obtaining interviews for appropriate openings;
- When competitive appointment is not feasible and consideration and interpretation of excepted appointing authorities are needed;
- When a 700-hour or other temporary trial appointment should be used.

**Assisting Clients**

The counselor should be thoroughly familiar with Federal job application procedures and should see that forms submitted present the client's qualifications completely. Precise language should be used to describe past experience in terms of duties and responsibilities and the knowledges, skills, and abilities involved. In addition, volunteer or unpaid activities also should be described in detail. The skills, abilities, experience, and responsibilities of volunteer work often are transferable to government jobs.

If the client is applying for a specific position, the counselor should review the application to make sure that it highlights and matches aspects of the client's experience and skills to complement those required by the vacancy. The selective placement coordinator may be able to offer advice about selective factors and others criteria that will be used to evaluate the qualifications of applicants so that a person with disabilities appears in the best light when he or she is considered for a particular position.

Standard Form 171 should be neatly typewritten. The counselor or the client should retain the original, and clear copies should be submitted to Federal agencies. Selective placement coordinators will need copies of application forms for reference when vacancies occur. Copied materials are acceptable for any purpose, as long as required signatures are written on the copy in ink.

Looking for a Federal job takes time. Careful research, continuing inquiries, and organized follow-up are required. It may be necessary for counselors and their clients to visit agency personnel offices regularly to find out about—and develop—opportunities. Pushing too hard is a mistake, but taking initiative is not. Counselors should advise their clients about effective interviewing techniques and should be prepared to help agency managers and supervisors determine the steps that will be necessary to provide reasonable accommodation for client disabilities. Without being intrusive, the counselor should be available as an intermediary.

As a rule, handicapped individuals should attempt to find employment through the usual competitive process. Only the most severely disabled are eligible for excepted appointments. If it is determined that this route may be appropriate, the counselor may be called upon to prepare a certification. Procedures will be explained later in this handbook.

### Helping To Implement the Program

Aside from assisting clients, counselors should work to improve selective placement programs in general. Rehabilitation expertise is always needed. Continuing interaction among counselors, coordinators, managers, and supervisors is essential. Counselors can take initiative by:

- Surveying agencies to determine what types of jobs are likely to be available and which of these are likely to be in demand among handicapped individuals;
- Working with other counselors and organizations of persons with disabilities to establish referral systems that serve the needs of agency coordinators and others who may be involved in special hiring efforts;
- Providing follow-up assistance to agency supervisors after placements have been made;
- Volunteering to participate in training programs for coordinators, managers, and supervisors (possible topics: major disabilities, reasonable accommodation, the concept of job-relatedness, and modification of jobs and work sites);
- Arranging for coordinators, managers, and supervisors to tour rehabilitation centers, sheltered workshops, campus facilities for disabled students, and centers for independent living;
- Giving recognition (awards, certificates, etc.) to agencies and individuals who actively participate in employment programs for handicapped individuals;
- Helping to educate other counselors about selective placement programs and sharing information about specific vacancies and agency personnel needs in general;
- Involving selective placement coordinators in the activities of rehabilitation agencies and organizations of rehabilitation professionals.

# *Chapter IV*
# Architectural and Transportation Barriers

### The Compliance Board

The Architectural and Transportation Barriers Compliance Board was created by Congress in 1973 primarily to ensure compliance with standards prescribed under Federal laws requiring that all buildings and facilities owned, leased, occupied, or financed by the United States Government be accessible to and useable by physically handicapped persons. The Architectural Barriers Act of 1968 (P.L. 90-480) applies to buildings and facilities designed, constructed, altered, or leased by the Federal Government since August 12, 1968, and to those financed wholly or in part with Federal grants or loans. The Board enforces this law and also works to eliminate barriers from public transportation systems. Composed of the heads of nine Federal agencies, it is vested with power to order accessibility, issue citations, and withhold funds. Its decisions are binding on Federal agencies.

If, because of a handicap, an individual cannot use a building or facility that should be barrier-free, a complaint may be filed with the Board. The Board's jurisdiction over transportation systems is limited, but complaints about transportation barriers also are accepted. Complaints must be in writing, and complainants' names are kept confidential. Anyone can file a complaint: a handicapped individual, a selective placement coordinator, a rehabilitation counselor, or another interested party.

### Accessibility Standards

Standards are set by the Department of Defense for military facilities, by the Department of Housing and Urban Development for housing, by the U.S. Postal Service for its facilities, and by the General Services Administration for all other Federal facilities. The Department of Health, Education, and Welfare has a special consulting role.

Various standards are used, but most evolve from a single source. The American National Standards Institute (ANSI) has published specifications for making buildings and facilities accessible to and useable by physically handicapped persons. Laws and regulations now on the books for the most part are based on this document, ANSI Standard 117.1-1961. It is intended to apply to all buildings and facilities "used by the public." New specifications are being developed.

**Removing Environmental Barriers**

Federal personnel regulations forbid discrimination against a handicapped applicant or employee on the basis of facility inaccessibility. A facility is deemed accessible if it is in compliance with the Architectural Barriers Act of 1968.[2] Selective placement coordinators should work with building managers and health and safety personnel to identify barriers and have them removed. Handicapped individuals, vocational rehabilitation counselors, and supervisors of handicapped employees can provide valuable assistance, as people who do not have personal experience with disabilities tend to be unaware of the types of obstacles that should be eliminated. Barrier-free planning should address at a minimum:

**Parking and approaches to building entrances**—There should be parking spaces near the building entrance that are wide enough to permit transfer from a car or van to a wheelchair. A handicapped individual should be able to enter the building without encountering obstructions such as heavy traffic, snow, or doors that are too narrow or difficult to open. Pavement should be level, and there should be ramps and curb-cuts as needed. Time-delay automatic doors are recommended for at least one of the main entrances, particularly the one closest to parking and drop-off zones.

**Travel within the building**—Handicapped employees must be able to reach their work stations with ease. Stairs should have proper handrails and steps designed so that persons on crutches cannot catch their toes under protruding surfaces. Elevators should be large enough and elevator controls should be low enough to accommodate persons in wheelchairs. For the benefit of blind persons, audible signals should indicate whether the cab is on the way up or down and floor selection buttons should be marked with raised numbers or graphics. Floor surfaces should not be so slippery that pesons with impaired balance are likely to fall or covered with such deep-pile carpeting that wheelchairs are difficult to push. Doors and corridors must be wide enough, and raised thresholds should be ramped or removed. There should be enough space around desks and office fixtures to allow persons with disabilities to pass.

**Services and amenities**—Close to work sites there must be at least one barrier-free restroom for each sex. There should be grab bars in toilet stalls. Lavatory bowls should be situated so that wheelchairs can slide under, and hot water pipes should be insulated to prevent burns and abrasions. Towels, soap, and wastebaskets should be reachable. Water fountains and public telephones should be useable by persons in wheelchairs, as should controls for windows, draperies, heat, lights, and fire alarms. In central locations there should be teletypewriters or similar devices that give deaf persons access to telephones. There should also be volume-control telephones for people whose hearing is only partially impaired. Cafeteria lines should be set up so that handicapped individuals

can be independent. Tables in dining rooms and meeting rooms must be high enough to accommodate wheelchairs. In lecture halls and auditoriums, there should be level places for wheelchairs in the audience as well as access to the stage or dais.

**Hazards**—Doors leading to boiler rooms and other dangerous areas should be identifiable by blind persons. Warning signs should be simple enough to be understood by mentally retarded employees. Holes in floors should be protected, and gratings should be the type that do not snag wheels. Signs, fixtures, and wall-mounted or cantilevered equipment should not be hung so as to be a danger to persons who cannot see. Fire alarms should be visible as well as audible so that persons with hearing impairments are warned.

Barriers abound in existing buildings, as barrier-free design only recently came into its own. This makes it particularly important that accessible facilities and barrier-free routes be clearly marked. The blue and white international symbol of access is universally recognized and should be reproduced according to specifications, without additions or alterations that are intended to be "clever" or "modern."

Barrier removal often can be accomplished fairly easily and without excessive cost. However, modifying older facilities can be expensive. In such cases, changes that can be made immediately should be. Doing something, even if limited in scope, is better than doing nothing at all. Funds for more extensive alterations should be requested at the earliest opportunity.

**Solving Transportation Problems**

One of the most difficult problems handicapped individuals face is that of gaining access to transportation. Until recently, little was done to reduce the physical and other barriers that deny a large segment of the population the mobility upon which everyone in this country is heavily dependent. Transportation barriers increase the social costs of disability by placing jobs out of the reach of many who are potentially employable.

Both the Urban Mass Transportation Act of 1964 as amended and the Federal Aid Highway Amendments of 1974 state a commitment to meeting the special needs of persons with disabilities. Air, rail, bus, and other transportation systems are affected by section 504 of the Rehabilitation Act of 1973, which makes it illegal for recipients of Federal financial assistance to discriminate against handicapped individuals. Adapted personal vehicles are increasingly available, though they often are prohibitively expensive to buy and operate. State vocational rehabilitation agencies sometimes provide financial assistance. In many jurisdictions special license plates are available for vehicles used by disabled persons. These plates confer certain parking privileges, and in some cases local authorities can arrange for on-street parking near places of employment.

The selective placement coordinator can do little to speed the advent of affordable barrier-free transportation; however, Government agencies can do a great deal to help individual handicapped employees solve their personal transportation problems. For example:

- It is Federal policy that handicapped employees and nondisabled drivers who transport them to work shall have preference when parking spaces are assigned in and around Government buildings.
- Reasonable accommodation of a disability can include working hours adjusted so that a handicapped individual need not fight rush hour crowds and traffic.
- Agencies that help employees form carpools can help handicapped individuals identify coworkers with whom they can ride.
- Guards can help handicapped individuals get in and out of vehicles and buildings by directing traffic, ticketing cars parked illegally in stalls marked for use by handicapped persons, reserving parking places for occasional use upon request, and allowing pick-ups and drop-offs in loading zones and other sheltered areas.
- For business trips during the day, agency motor pools may be able to supply hand-controlled automobiles or vans equipped with ramps or lifts for wheelchairs.
- For business trips out of town, agencies in some instances can pay per diem expenses for a person who travels with a severely disabled individual and serves as an attendant.

Many handicapped individuals need no assistance with transportation arrangements. Others, particularly new employees, may benefit from suggestions. The selective placement coordinator has access to management, is familiar with agency resources, and can negotiate effectively on behalf of handicapped employees.

# *Chapter V*
# Special Provisions for Handicapped Individuals

There are a variety of special provisions for persons whose disabilities are severe enough that standard procedures become obstacles to Federal employment. Selective placement coordinators and rehabilitation counselors should be knowledgable about each option described in this chapter. The purpose of special provisions is to permit handicapped individuals to demonstrate their qualifications. Goals are accurate evaluation of abilities, full and fair consideration of the applicant, and effective use of available talent.

## Special Testing

An agency may not make use of any test or other selection criterion that screens out or tends to screen out handicapped individuals, unless the test is job-related for the position in question and there is no alternative. Agencies are required to select and administer tests so as to insure that the scores of applicants or employees who have disabilities that impair sensory, manual, or speaking skills accurately reflect the ability of the applicant to do the job in question rather than disabilities of the applicant.

For many years competitive examining procedures have included special provisions for testing handicapped individuals. Arrangements can be made through Office of Personnel Management area offices. In summary, the following accommodations are available:

**For blind or visually impaired persons**—Individual testing; braille, large-print, and tape-recorded tests; use of abacus for mathematical computations; examiners available to read directions and questions and mark answer sheets; modified version of the Professional and Administrative Career Examination (PACE) and recorded test announcements and sample questions for the PACE.

**For deaf or hearing impaired persons**—Individual testing; sign language interpreter available to explain test procedures and directions for taking tests; waiver of verbal portions of some tests; modified version of the PACE.

**For persons with poor dexterity or coordination**—Individual testing; extension of time limits; answer sheets with enlarged marking blocks; examiners available to turn pages and mark answer sheets.

Many handicapped individuals, even those with severe disabilities, do not need special testing. As a rule, blind persons and deaf persons do. Others for whom special arrangements often are made include persons



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with neurological disorders such as cerebral palsy or multiple sclerosis, persons whose arms or hands are paralyzed or spastic, persons with brain damage, and persons with learning disabilities such as dyslexia.

A number of agencies within the Federal executive branch are excepted by law from the Office of Personnel Management's personnel regulations and procedures (e.g., the Central Intelligence Agency, Defense Intelligence Agency, and U.S. Postal Service). However, as part of affirmative action these agencies should ensure that their examining procedures are modified when necessary to accommodate the special needs of handicapped individuals.

### Temporary Trial Appointments [12, 22]

A handicapped individual may profit from an opportunity to show what he or she can do. A temporary trial appointment is one way of overcoming an employer's fear that a person with disabilities will not be able to perform well or will not be accepted by co-workers. Physically handicapped and mentally restored persons can be employed under various temporary trial appointments, the most popular of which lasts 700 hours (approximately four months). There is no grade restriction, and it is not necessary for the agency to set up a special temporary position to use this provision. At the outset the agency makes no commitment for permanent employment, but later on appointment may be made to a continuing position.

Eligibility for a temporary trial appointment can be determined in one of two ways:

(1) For physically handicapped persons, the agency may accept a certification from a State vocational rehabilitation agency or the Veterans Administration. No employment test is required.

(2) For physically handicapped or mentally restored persons, the agency may apply the usual qualification standards for the position concerned, including administration of appropriate tests.

As soon as the appointee has demonstrated ability to do the job, the temporary trial appointment may be converted to a continuing appointment: competitive if the person is mentally restored; competitive or excepted if the person is physically handicapped.

### Excepted Appointments [12, 23]

For handicapped individuals appointments in the excepted service differ from those in the competitive service in that the specific position is "excepted" or removed from the competitive system. This means that an individual's abilities are considered in regard to the tasks of a specific job, not an entire class of positions. In other words, he or she is not in competition with applicants who have established eligibility not only for the position in question but also for similar jobs in the same occupational series.

**For persons with physical handicaps**—The excepted appointing authority in section 213.3102(u) of Schedule A[12] was developed to allow employment of physically handicapped persons who are disabled in such a way that they may not be expected to demonstrate their qualifications and obtain an appropriate position through the competitive system. Eligibility for this type of appointment is based primarily on the severity of physical impairment, but consideration also is given to the effect of disability on job performance. A disability may be invisible yet have severe impact. Also, relatively mild disabilities in combination may constitute an impairment severe enough to qualify. Factors other than disability may be considered to the extent that they affect placement of the individual. For example, the following may be pertinent: inappropriateness of available employment tests, the effect of attitudinal barriers, disruption of career due to onset of disability, underemployment or denial of opportunity for advancement, and need for special equipment or modification of the job or work site.

There are two ways a physically handicapped person may be given an excepted appointment. Whichever is chosen, prior approval of the Office of Personnel Management is required. The options:

(1) A 700-hour or other temporary trial appointment may be converted to a Schedule A appointment. Among documents to be submitted is an evaluation of work performance that reflects the proposed appointee's ability to do the job. If a State vocational rehabilitation agency or the Veterans Administration certified the individual's qualifications for the trial appointment, a copy of this certification also must be submitted.

(2) A Schedule A appointment may be made without a prior temporary trial appointment. In this case, certification from a State vocational rehabilitation agency or the Veterans Administration is required.

It is important to remember that disability alone is not enough to qualify a person for appointment under section 213.3102(u) of Schedule A. There must be evidence that the individual is disabled in such a way as to greatly reduce his or her opportunities for competitive appointment to the position involved. This does not necessarily mean that the individual could not take or would inevitably fail a competitive examination, but it does mean that, due to disability, he or she would not normally be expected to obtain the appointment under competitive rules. Most important is the limitation of the individual's overall ability to find and keep a job.

Persons employed under section 213.3102(u) may be promoted or reassigned within the same agency without prior approval of the Office of Personnel Management, provided that physical qualification standards remain substantially the same and all other qualification requirements are met. Whenever a person whose position is excepted under section 213.3102(u) is separated, the agency must report this action to the Office of Personnel Management and briefly explain the reason.

**For mentally retarded persons**[24]—Individuals who are mentally retarded usually are employed in the excepted service under the authority provided by section 213.3102(t) of Schedule A. Eligible individuals are those with sufficient mental ability, emotional stability, and training to perform in a satisfactory manner the full duties of the position to which they are appointed. For retarded persons, as for other types of handicapped individuals, jobs and work sites may be modified to provide reasonable accommodation of disabilities.

A vocational rehabilitation counselor must certify the employability of the applicant. In effect, this certification is substituted for competitive examination. Accordingly, when agencies wish to make special hiring efforts, a State vocational rehabilitation counselor should be consulted. The counselor will review job requirements, help with selection of candidates for consideration, and participate in initial job interviews. After the prospective employer and the counselor have agreed that a specific mentally retarded individual is suitable for a specific position, the counselor will issue a certification of the individual's qualifications.

To make use of section 213.3102(t) of Schedule A, a Federal agency must execute a written agreement with the Office of Personnel Management. Most agency headquarters have done so, and the headquarters agreement covers all components of the agency. The agreement expresses the agency's commitment to work with State vocational rehabilitation agencies and fully utilize counselors to provide follow-up counseling for retarded employees and to advise their immediate supervisors in regard to training and supervision of these individuals. In addition, the agency agrees not to terminate a mentally retarded person's employment without prior notification of the counselor so that arrangements can be made for continued rehabilitation and other assistance.

Mentally retarded persons may be promoted to any level, provided they are first certified by a counselor for the higher-graded position. However, care should be exercised to assure that individuals are not expected to perform beyond their capacity. After promotion, it may be difficult to arrange for a retarded person who is not doing well in a new job to obtain a position comparable to the one in which he or she previously was successful. When assessing the potential for advancement of a mentally retarded person employed under section 213.3102(t) of Schedule A, agencies should consider the possibility of conversion to a competitive appointment through appropriate examinations.

### Certification Procedures[12, 24]

So that rehabilitation counselors can participate meaningfully in selective placement programs, special procedures have been developed for certifying the qualifications of physically handicapped and mentally retarded persons eligible for noncompetitive appointment. Before attempt-

ing to write a certification, counselors should consult chapter 306 of the Federal Personnel Manual so that they are aware of all requirements and criteria. This is especially important if an excepted appointment is desired. If a certification is submitted, Office of Personnel Management approval or disapproval of a request for appointment under section 213.3102(u) or section 213.3102(t) of Schedule A depends to a large extent upon the information presented. Selective placement coordinators may be able to offer advice about how the certification should be written.

A physically handicapped individual is considered to have met Office of Personnel Management qualification standards for either a temporary trial appointment or a Schedule A appointment when an appropriate certification is received from a State vocational rehabilitation agency or the Veterans Administration.[12] The certification is prepared by a counselor on the basis of job-site inspection, analysis of job tasks, and evaluation of the proposed appointee's abilities and disabilities. The certification must state that in the counselor's judgment the proposed appointee is able to perform the duties of the position and is physically qualified to do the work safely. The certification must be supported by a medical report and a narrative statement documenting the counselor's conclusions. Factors to be discussed include training, education, work history, modification of the job or work site if needed, and limitations of the proposed appointee.

The certification to be submitted for a mentally retarded individual is somewhat different.[24] It need only state that the retarded person has the ability to perform the duties of the position, is physically able to do the job safely, and can maintain himself or herself in the work environment. No medical report is required.

It should be noted that there is no certification procedure for mentally restored individuals. They are not eligible for excepted appointments and may be given temporary trial appointments simply on the basis of their history of treatment for emotional or mental illness.[22]

**Changes at Press Time**

Prior approval of the Office of Personnel Management for use of section 213.3102(u) of Schedule A, the special appointing authority for physically handicapped individuals, no longer is required. Approval of these appointments now can be made by agencies.

Employees appointed under sections 213.3102(u) and (t) of Schedule A may now be converted noncompetitively to career or career conditional status after 2 years of successful employment in the excepted service, provided they meet basic eligibility requirements. This change was authorized by Executive Order 12125 dated March 15, 1979.

For details see current issues of chapter 306 of the Federal Personnel Manual.

# *Chapter VI*
# Blindness and Visual Impairment

### Persons Who Are Visually Handicapped

Blindness is a serious handicap, but it is not true that blindness means helplessness. It is this misconception more than any other factor that stands as an obstruction between blind persons and the opportunity to perform useful work.

The term "blindness" should be reserved for complete loss of sight, even with the best corrective lenses. For lesser disabilities, "visual impairment" is a better description. In visually impaired persons overall sight may be affected, only the edges or a part of the visual field may be obscured, or there may be no central vision although side or peripheral vision still exists. Actually, most so-called "blind persons"—over 75 percent—do have some useable vision. Legally blind individuals are those whose corrected vision in the better eye is 20/200 or worse or whose central visual field is less than 20 degrees. It has been estimated that there are 1.4 million persons in the United States who are severely visually impaired. Of these, about 500,000 are legally blind. Among persons whose eyesight is so poor that they cannot read newsprint, over 100,000 are employed.

### Job Possibilities

Blind persons and individuals who are severely visually impaired now work in every major occupational area. They can be and have been employed in a wide range of Federal jobs,[25] and they have proven their abilities in the whole gamut of professional, managerial, clerical, sales, and service positions, as well as in skilled, semi-skilled, and unskilled occupations. The list is endless—machinists, attorneys, information specialists, dictaphone transcribers, programmers, photographic technicians, chemists, biologists, rehabilitation counselors, personnel specialists, and so forth.

Whether an individual is born with a visual handicap or acquires one later in life, he or she reasonably may aspire to a challenging and fulfilling career. With proper rehabilitation, persons who become blind almost invariably can continue to perform well in the jobs they hold at the time they lose their eyesight. Determination and training are the keys, as the person must learn new ways of doing things. It is quite possible to continue up the career ladder or even to start an entirely new career.

Government training courses are an option for career development. As is explained earlier in this handbook, nondiscrimination regulations re-

quire that training opportunities be made accessible to handicapped individuals, including those who are blind or severely visually impaired.[18] Upon request, Office of Personnel Management training officers will provide course materials in advance so they can be read before classes begin. In some instances, materials can be tape-recorded or brailled. Other accommodations also are possible.

**Breaking Down Barriers**

Unfortunately, the need remains to dispel impressions long held by the public and employers that persons with visual handicaps can perform only a limited number of tasks. The problem of overcoming skepticism is a continuing one. Surveys prove, however, that blind persons can be as productive as their sighted peers, and often their work is superior. Furthermore, blind persons have fewer serious accidents on the job and lose less time because of injuries than do workers with normal eyesight.

Most blind persons get around on their own by using a guide dog or cane. Visually impaired persons may not need these mobility aids. Whether a person has eyesight or not, getting to and from work need not be a problem, and travel for business purposes is entirely possible.

For many jobs vision simply is not necessary. Successful employment of blind and visually impaired individuals depends upon thorough job orientation, enlightened employer acceptance, and proper selective placement. Federal agencies seeking to identify potential employees should approach counselors and organizations specializing in rehabilitation of visually handicapped individuals. Selective placement coordinators should be aware of rehabilitation services that are available and knowledgeable about the abilities of persons who have severe visual disabilities.

**Special Devices**

A variety of assistive devices are commercially available and may be helpful in the work setting. For example:

- Mathematical aids such as slide rules, protractors and compasses marked with braille; the Cranmer abacus, which is specially designed for blind persons; and talking calculators that announce input and output.
- Reading aids such as the Optacon, which converts a printed letter into a vibrating tactile form that a blind person feels with the index finger of one hand, and the Kurzweil reading machine, which scans printed copy and reads it aloud through a computerized speech synthesizer.
- Listening aids such as a computerized tape recorder, called a speech compressor, that makes it possible to speed-read by ear.
- Braille writing aids such as the Perkins brailler, braille slates and styli, braille paper, and devices for use with plastic tape to produce braille labels for files, counters, and folders.

- Handwriting aids such as signature guides.
- Low-vision aids such as a closed-circuit television system that incorporates a camera capable of magnifying images 4 to 60 or more times so that a visually impaired person can see words and objects on a small screen.
- Telephone devices such as buzzers and light probes that allow persons who cannot see signal lights to determine which lines are in use, on hold, or ringing.
- For situations involving a number of blind persons, braille duplicating and printing devices such as a thermoform machine that uses a heat and vacuum process to produce a plastic copy of a brailled sheet; braille embossers that can produce braille from a keyboard, from a computer, and from data-coded tape cassettes; and braille electric typewriters.

Some of these devices are inexpensive; a few are quite costly. Equipment may be purchased by Federal agencies as part of reasonable accommodation.[2] State vocational rehabilitation agencies can provide funds in some instances, and community organizations and clubs occasionally have sponsored purchase of very expensive items. Persons with visual handicaps usually personally own some of the devices they use on the job, particularly those that are also used at home.

### Hints for Interaction

Devices alone cannot assure successful job performance and adjustment. As with sighted individuals, good communication is essential. However, blind and visually impaired persons often are denied needed interaction because agency personnel feel uncomfortable dealing with them. These suggestions primarily address the needs of blind individuals, but the basic principles also apply to persons with lesser visual disabilities.

- If a blind person seems to need assistance, offer your services. Identify yourself and let the blind person know you are talking to him or her.
- To guide a blind person, do not push or pull. Let the person take your arm and follow the motion of your body. Walk about one-half step ahead and identify steps, curbs, or other obstacles as you approach them. In places where it is too narrow for two abreast, let the blind person follow you—perhaps with a hand on your shoulder.
- Speak directly to blind individuals. If they are with someone else, do not use the third person as an interpreter. Do not shout. When you leave, say so. Don't avoid the words "look" and "see." There are no reasonable substitutes.
- Remember that a guide dog is responsible for its master's safety. Do not pet or otherwise distract the animal.

- When a blind person is about to enter a car or climb stairs, guide his or her hand to the leading object—a handle or rail, for example. Tell the person what it is and he or she will do the rest.
- When helping a blind person to a chair, simply guide the hand to the back or the arm of the chair.
- Keep doors closed or wide open. A half-open door is one of the most dangerous obstacles blind persons encounter.
- Never leave unaccustomed objects in a passageway, on a sidewalk, or in other places where blind persons are in the habit of walking.

### Job Orientation

Every blind employee, regardless of the type or level of his or her position, needs orientation to the work environment in order to perform efficiently and get from one place to another independently. It takes time to learn where everything is and how to identify co-workers by the sounds of their voices. With the help of the selective placement coordinator, the supervisor should inspect the work site and determine what adjustments are necessary for the safety and efficiency of an employee who is blind or severely visually impaired. For example, it may be necessary to rearrange fixtures and supplies and label shelves and files in braille or raised graphics. Avoid making assumptions, as individual needs vary. For example, a large number of blind persons do not read braille and therefore would not benefit from modifications that involve braille. To find out what should be done, first consult the employee, then a vocational rehabilitation counselor if necessary. Usually accommodations are simple.

When skills must be acquired on the job, supervisors and others giving instructions need to remember that words and touch must compensate for lack of vision. Verbal descriptions should be clear and detailed, and the visually handicapped individual should be allowed to touch what is being described. Ask the employee how he or she learns most easily and how special problems can be solved. Training should proceed one step at a time, so that each task is thoroughly learned.

Managers and supervisors should keep in mind that new routines and altered physical surroundings present special problems for employees who have visual disabilities. Whenever changes are necessary, time should be allowed for readjustment.

### Reading Assistance [12, 26]

The Civil Service Reform Act of 1978 (Public Law 95–454) authorizes agency heads to employ or assign persons to provide reading assistance for blind employees. Readers paid by the government may be given excepted appointments under section 213.3102(*u*) of Schedule A. They may be hired on a full-time, part-time, or intermittent basis. Current competitive service employees who, in addition to their regular duties, assume

reading duties will remain in the competitive service even if they are reclassified as readers.

A person employed as a reader generally will be assigned to assist a specific employee. An efficient working relationship requires an element of compatibility between the persons involved. For this reason, the blind employee should be involved in the selection process.

Many agencies find that the best way of arranging reading assistance for blind employees is to permit co-workers to provide this service as needed. Agencies have authority to assign such duties on a part-time or "as required" basis. Often a clerk, secretary, or stenographer serves as a reader for a blind employee. It should be noted, however, that providing this type of reading assistance in no way relieves an agency of responsibility for providing in addition the clerical, secretarial, or stenographic assistance to which a blind employee is entitled because of the nature of his or her position.

Public Law 87-614, passed in 1962, provided authority for employment of unpaid readers without regard to provisions governing appointments in the competitive service. The law stated specifically that readers might be paid by the blind employee or by a nonprofit organization. It also was envisioned that they would serve on a voluntary basis. Readers not compensated by the Government nonetheless are entitled to certain employee benefits such as coverage under worker compensation laws.

# *Chapter VII*
# Deafness and Hearing Impairment

### Facts About Hearing Loss

Hearing impairment is the most prevalent chronic physical disability in the United States. According to a 1971 census, there are 13.4 million persons in the United States with hearing impairments ranging from mild to profound. Of these, 1.8 million are deaf--that is, even with a hearing aid, they cannot hear and understand speech. The rest are hard of hearing. Their hearing, although defective, is functional, and often they wear hearing aids. It is estimated that 250,000 deaf persons and 2 million who are severely hearing impaired are of work force age.

Most people will have personal experience with hearing loss at some point in their lives. They or members of their close families will find out first hand what barriers confront individuals with this type of disability.

While hearing impairments of all degrees and types deserve attention, selective placement probably can be most beneficial to persons at the extreme end of the impairment continuum: those who are prevocationally deaf. These individuals were born deaf or became deaf prior to 19 years of age. The incidence of prevocational deafness is estimated at 2 per 1,000 members of the general population. About 3 percent of all hearing impaired persons, approximately 400,000, are prevocationally deaf.

Persons who become deaf after developing speech usually retain it, but prelingually deaf children have great difficulty learning to speak intelligibly. The earlier in life deafness occurs, the more seriously it disrupts language development. Hearing is input and speech is output in the language system most people use for everyday communication. However, persons whose hearing is impaired have difficulty with this system. They rely on what they can see to compensate for what they cannot hear. Common modes of communication are lipreading, fingerspelling, sign language, writing, and use of teletypewriter devices.

Because of communication problems, deaf individuals face limitations placed on them by society. To a lesser extent, so do hard of hearing persons. Inability to function in some situations is erroneously attributed to lack of basic competence and intelligence instead of to hearing loss. In addition, because the individual who is hard of hearing is able to understand speech under certain conditions, society may impose unreasonable demands by failing to acknowledge that communication problems do exist. Equal employment opportunity for persons whose hearing is impaired depends upon realistic understanding of limitations and abilities that coexist in the presence of hearing loss. Among myths to be dispelled:

- It is not true that deaf people do not learn to talk or use proper grammar because they are unintelligent. In the deaf community the basic form of communication is sign language. Many deaf persons do not master the fine points of English, which is their second language.
- It is not true that all deaf persons lack the ability to speak. Most have the same vocal capacity as others, but "deaf speech" can be difficult to understand because the individual cannot easily control tone and volume.
- It is not true that all hearing-impaired persons can read lips. This ability varies among individuals. Many words look alike on the lips, and even a practiced lipreader can understand only 30 to 40 percent of spoken sounds by watching a speaker's mouth.
- It is not true that hearing aids totally correct hearing impairments. An aid amplifies and alters sound so that the wearer's hearing is improved. The person still does not hear normally.

**Job Possibilities**[27]

Electronic devices often can compensate for partial hearing impairment. Individuals who are hard of hearing usually speak clearly and communicate in the usual manner. They may be placed in almost any type of position, except those for which acute hearing is a safety requirement.

Job opportunities for deaf persons are more limited, as some positions require extensive telephone work and ability to converse readily with hearing persons. If an applicant can perform the major tasks of a job, he or she should not be ruled out because of duties that easily could be assigned to a co-worker. For example, in an office where there are several clerk-typists, all doing copy typing and sharing telephone coverage, there often is no reason a person with a hearing loss cannot be relieved of telephone coverage and assigned more typing instead. In most situations hearing impairment need not interfere with job performance. Often minor job modifications enable persons who are deaf or severely hearing-impaired to function in positions that involve substantial public contact, including use of the telephone.

Assistive devices include:

- Amplifiers built into telephones and telephone pick-ups built into hearing aids;
- Visual signal systems such as flashing lights instead of bells on telephones;
- Teletypewriter devices that can be attached to telephones so that deaf persons can receive and transmit written messages.

To provide reasonable accommodation for hearing impairment, employers must consider questions such as these: What communications skills are necessary to do a particular job? If the handicapped individual's com-

munication skills are inadequate, can the job be modified? Would special equipment or a sign language interpreter be helpful? Valuable suggestions may come from supervisors and co-workers of deaf and hard of hearing employees who are already doing similar jobs.

Extra time and interest may be required to interview a hearing-impaired person adequately. Communication problems should not be regarded as indicative of more extensive deficiencies and should not be allowed to obscure an applicant's skills, knowledges, and abilities. In particular, a deaf person who is forced to communicate with an interviewer who does not know sign language may create an unfavorable impression and have difficulty conveying his or her qualifications. Selective placement coordinators and rehabilitation counselors may be able to help by serving as intermediaries. In complex situations, it is desirable to obtain the services of a professional sign language interpreter.

### Communicating with Deaf Persons

The biggest fear on the part of selecting officials who contemplate hiring a deaf person is that communication barriers will be insurmountable. The problem is a real one, but its magnitude should not be exaggerated. Experience in the Federal Government has shown that deaf employees themselves are able to resolve most communication problems.

Many deaf persons can speak understandably. Co-workers become used to the individual's speech and learn methods of facilitating understanding. Some deaf persons do not speak well enough to be understood. Many of these individuals are able to communicate adequately with hearing persons by lipreading, writing notes, using gestures, and demonstrating concepts or problems. However, scores of work units throughout the Government have found it easiest to communicate through sign language.

Most people can master the manual alphabet in a short time. Supervisors and co-workers should be encouraged to learn fingerspelling and basic sign language—though this is not an absolute necessity and need not be undertaken prior to hiring a deaf person. Often the deaf employee is the teacher, sometimes in a formal class setting but often just in the course of a day's work. Some Federal agencies have brought in sign language instructors at the request of the hearing co-workers of deaf employees. Agencies that have deaf professionals sometimes include sign language skills in requirements listed in vacancy announcements for office support positions. In short, communication problems are being worked out.

### Sign Language and Use of Interpreters

Sign language is a way of relating the inner world of thoughts and ideas to systematic expression in the outer world. Members of the deaf commu-

nity use sign language when they interact with one another. Language material is changed to visible events.

The sign language most common in the United States is American Sign Language, also called Amesian. It is a language as distinct from English as French is; therefore, it is impossible to say exactly the same thing in Amesian as in English. However, fingerspelling can be used for that purpose, as it is a sign code, not a sign language. Different hand shapes stand for the 26 letters of conventional English spelling, and through this simple sign-for-letter code, English words and sentences can be expressed precisely. Sign language is not visible English, but fingerspelling is. Intermediate between the two is Sign English, also called Siglish, which is a linguistic mixture that is neither a language nor a code.

Depending on the type of job a deaf person has, he or she needs basic or extensive access to materials presented verbally. Professional interpreters are adept at all types of manual communication and tailor the form of expression to suit the demands of the situation. As interpreters often are privy to personal or sensitive information, they observe a strict code of ethics and confidentiality.

Ordinarily, the communication needs of deaf employees can be met by co-workers who have gained sufficient skill with sign language. Rarely are the demands of a deaf person's job such that the services of a professional interpreter are necessary on an everyday basis. Agencies have authority to assign interpreting duties to present employees, hire new personnel, or let contracts as needed.[12,26]

The Civil Service Reform Act of 1978 (Public Law 95–454) authorizes agency heads to employ or assign persons to provide interpreting services for deaf employees. Interpreters may be given excepted appointments under section 213.3102(*ll*) of schedule A. They may be hired on a full-time, part-time, or intermittent basis. Current competitive service employees who, in addition to their regular duties, assume interpreting duties remain in the competitive service even if they are reclassified as interpreters.

The terms "signing" and "interpreting" often are used interchangeably; however, interpreting requires a degree of skill that many persons who have sign language abilities do not possess. An interpreter is a person who has completed a training program and/or is certified by a recognized authority such as the National Registry of Interpreters for the Deaf.

Various situations require various levels of interpreting expertise. The skills needed for platform interpreting, reverse interpreting, or interpreting for deaf persons with minimum language skills may differ. For advice about recruitment and employment of qualified interpreters, agencies should consult State agencies serving deaf persons or national organizations such as the National Association of the Deaf and the National Registry of Interpreters for the Deaf.

Professional interpreting services should be obtained whenever special events or activities make it difficult for deaf employees to be fully functional with the assistance of co-workers or others who usually sign for the person. In particular, a professional interpreter may be a necessity in conferences, meetings, and other situations necessitating rapid communication of detailed information.

As is explained earlier in this handbook, nondiscrimination regulations require that training programs be accessible to handicapped employees, including those who are deaf.[2,18] The Office of Personnel Management will provide an interpreter for any of its courses in which five or more deaf persons enroll. For those courses most in demand, training centers are encouraged to schedule special sessions with interpreter services at least once a year. In Washington, D.C., the Office of Personnel Management offers a variety of courses specifically designed for deaf and hearing impaired employees. Students come from across the country. In addition, most agencies now provide interpreters for their deaf employees so that they may benefit from training given within the agency as well as approved courses for career development given outside the agency.

It should be noted that some deaf persons do not use sign language and feel strongly that speech and lipreading are for them the best methods of communicating. Graduates of oral schools for the deaf generally are in this category. Before arranging for interpreter services, consult the individual who is to be accommodated.

### Hints for Interaction

When communicating with someone who is deaf or hard of hearing, remember there are many ways of expressing yourself. Create a situation that is conducive to understanding, and use whatever methods work best. Some tips:

- Face the person directly. Get as close as you can, and if possible stand or sit on the same level. Do not position yourself so that you are directly in front of a light source such as a window, as your face will be difficult to see if it is silhouetted in bright light.
- Reduce unwanted sound. Try to find a quiet place away from typewriters, telephones, and other sources of noise.
- Never shout from another room. Approach the individual and get his or her attention before you begin speaking. If necessary, touch the person to let him or her know you are there.
- Speak clearly and distinctly without exaggerating. Use normal tone and speed unless you are asked to do otherwise. If the individual has difficulty understanding something, find a different way of saying the same thing instead of repeating the original words over and over.
- Keep your hands away from your face when you are talking. Eating,

smoking, or adjusting your glasses obscures your mouth and makes your speech difficult to understand.

- Use facial expressions and gestures to emphasize your meaning and attitude. This substitutes for tone of voice, which hearing-impaired individuals cannot hear.
- Don't be surprised if a deaf person with whom you are conversing watches you intently and stands close to you. Deaf people like to communicate face to face at close range.
- Maintain eye contact when you communicate with a deaf person. If you look away or do something else while you are talking, the individual will think the conversation is over.
- Feel free to point to things and pantomime ideas.
- If you are having trouble understanding a deaf person's speech, don't be afraid to ask him or her to repeat.
- Don't hesitate to resort to pencil and paper. Keep your language simple, and draw pictures if necessary. When the deaf person responds in writing, remember that he or she may use unusual sentence structure and syntax. This is not necessarily a reflection of the deaf person's intellectual capacity. Communication skills often are not indicative of intelligence.
- If you can fingerspell or know some sign language, use your skills whenever you are with a deaf person who communicates manually. Your efforts will be appreciated, even if you are not entirely proficient.
- If a deaf person is with an interpreter, speak directly to the deaf person—not to the interpreter.

# *Chapter VIII*
# Mental Illness

**Persons Who Are Mentally Restored**

Advances in the treatment of mental illness in the last several decades have made it possible today for the majority of mentally ill individuals to be restored to useful, constructive lives. Mental illness can be successfully treated, and individuals who are mentally restored often have skills, experience, and ability to do the kinds of jobs the Federal Government needs done.

For purposes of employment, a mentally restored person is one who has experienced a mental or emotional difficulty that currently is under control to the extent that the individual is able to function satisfactorily in a specific job. The term *mentally restored* is chosen because it is general enough to avoid some of the problems associated with labeling. In the employment setting, diagnostic terminology that may be appropriate in hospitals and clinics usually is more disturbing than informative. It should be understood that mentally restored persons may be hesitant to divulge information about the problems they have experienced and the treatment they have received.

It is estimated that one person in 10 could benefit from professional treatment for mental illness and that 8 percent of the population of the United States at some time will experience disturbances severe enough to necessitate hospitalization. Of those hospitalized, 60 to 70 percent will recover.

New forms of therapy and improved counseling techniques are keeping many persons out of hospitals and on the job while they receive treatment. Community mental health facilities offer many forms of assistance, including crisis intervention. Persons who require hospitalization have shorter stays than they used to and are returned more quickly to everyday living. Restored individuals frequently can resume work in the same types of positions they occupied before illness forced them to interrupt their careers.

Just as no stigma is attached to repair of a broken bone, no stigma should be attached to restoration of the mind to mental and emotional health. Unwarranted fears and prejudices are the most insurmountable barriers encountered by restored persons looking for jobs. Employability depends not only on the fitness of the applicant but also on the willingness of selecting officials to accept the individual, acknowledge his or her abilities, and persuade supervisors and co-workers to do the same.

### Full and Fair Consideration

A history of mental or emotional illness will not disqualify an individual for Federal employment, except in those few instances when the illness continues to affect the applicant's judgment or reliability or when the illness causes the applicant not be able to meet security requirements for a sensitive position.[22,28] As is explained earlier in this handbook, applicants are not required to answer questions about mental or physical health or disability until a conditional offer of employment has been made.

Regardless of what is known about an applicant's history of treatment for mental or emotional illness, his or her personal qualifications for employment must be considered without prejudice. Selecting officials must not make judgments about an individual's mental or emotional fitness for a specific position. This is the function of the agency medical officer, who evaluates the applicant only after a job has been offered conditionally. The application submitted and selective factors such as education, experience, and recommendations must be considered first and separately. Information about disability is not requested on current Government application forms, and informal knowledge of disability—past or present—must not influence the decision to offer or not to offer a job. Mentally restored applicants, like all other handicapped individuals, are protected by nondiscrimination regulations and may file complaints if their rights are violated.[2]

The qualifications of restored persons must be given the same consideration as those of other applicants. Usually there is no need for special testing or selection procedures, although in some situations temporary trial appointments may be an appropriate means of allowing restored persons to prove their competence and reliability.[22] Mentally restored persons are eligible for these trial appointments, even though they are not eligible for excepted appointments under section 213.3102(u) of Schedule A. Once the selecting official is convinced that the appointee can perform the duties of the position, the individual may be hired through the usual competitive process or, if eligible, reinstated. For details, see the section of this handbook that describes special provisions for employment of handicapped individuals.

### Job Possibilities

Mentally restored persons are now working in nearly every type of job there is. They hold the full range of professional, technical, administrative, clerical, skilled, and unskilled positions that make up the Federal Government. They are as capable of doing a day's work as anyone else, and long-term observation indicates that as a group they have as good a safety record as the average work force.

A number of years ago a nationwide survey of more than 2,000 veter-

ans who had been hospitalized for a wide range of mental illness, including severe psychosis, showed that 7 out of 10 were working. Of these, 62 percent had been with their employers for 5 years or more, and 36 percent had been with their employers for 10 years or more. Job distribution compared favorably with that of all employed males in the civilian labor force, and 2 out of 5 of the veterans were moving ahead—winning higher pay, more responsibility, and promotions. In addition, a substantial number who obviously were successful in their jobs were not interested in advancement and had turned down opportunities that would have involved added responsibility and pressure.

The most important thing to keep in mind when thinking in general terms about restored persons is this: each is different. Each is an individual with his or her own personality, background, skills, ability, and experience. There are the energetic and outgoing, the quiet and reserved. There are the hard-driving and ambitious, the placid plodders. There are those happiest left alone at a lathe or ledger and those who are at their best with people.

**Placement and Accommodation**

When a specific job needs filling, it is the applicant's particular qualities that determine whether he or she is right for the work. Selecting officials should find out the same kinds of things about restored persons that they would about other applicants. However, restored applicants often volunteer additional information, particularly if it is obvious they have had problems in the past. Selective placement coordinators and others involved in the selection and placement processes should be sure to get written permission to request information from any source other than the individual.

Cooperation among managers, supervisors, rehabilitation counselors, social workers, and psychiatrists is the best way to assure proper placement. The selective placement coordinator can facilitate this process. The goal should be to develop a clear picture of the social, emotional, and technical demands of the job as well as the aptitudes, interests, and feelings of the applicant.

For placement purposes, it is desirable to find out how specific aspects of the work setting are likely to affect the individual. For example, what about noise, the speed with which work is to be done, repetitive operations, the variety of tasks, the degree of supervision (close, moderate, or little), and the quality of supervision (gentle or firm). It is also important to know whether the individual prefers to be alone, around people some of the time, or with people all the time and whether he or she prefers to work inside or outside, day or night, part-time or full-time. Because of the many variables involved, it is unlikely that anyone's job will be a perfect fit emotionally. Still, a common sense evaluation of preferences can be helpful in avoiding unnecessary difficulties.

Occasionally job modification may be necessary. Requirements will be different in each case. Possibilities include:

- reducing noise levels by placing the employee in a smaller, more isolated work area;
- distributing workloads evenly over time to eliminate the stress of peak demands;
- limiting the number of people the individual must deal with;
- making sure that supervision and lines of authority are well-defined so that ambiguity and uncertainty are minimal.

Restored individuals may have special needs that must be considered when they are employed; however, most not only feel they are ready for work but also have been deemed ready by medical and vocational specialists. They are able and willing to perform well, and selecting officials should have confidence in them. Furthermore, mental health professionals are available if assistance is needed to help a restored person succeed.

## Recruitment

In America's work-oriented culture, the measure of individual worth often is the kind of job held and the confidence with which it is performed. For anyone, a positive self-image is vital to continuing mental and emotional health, and study after study indicates that restored persons who obtain suitable employment are far more likely to stay well than those who spend their time in idleness.

Federal agencies wishing to make special hiring efforts should call the local office of the State vocational rehabilitation agency, the local office of the State employment service, and the local mental health association. Since restored persons qualify for such a wide variety of jobs, it is impossible to identify positions that are particularly appropriate for them. Instead, agency personnel specialists should describe the types of vacancies that regularly arise, express willingness to consider mentally restored applicants, and ask to be informed when likely candidates are available.

## Hints for Interaction

The best way to help a mentally restored person succeed on the job is to show that you expect success. No questions asked. No special treatment. Supervisors and co-workers should do what they can to be supportive and understanding, but there is no need to be wary or overcautious. Consider restored persons average human beings, and respond to them as individuals. Some suggestions:

- Trust the person to keep hold of his or her emotions, and make the person aware of your trust.
- Help the individual consign mental illness to the past. First and fore-

most he or she is a working person—not a patient. Encourage new roles.

- The first day on the job, give the individual a thorough orientation. Show him or her around the premises, as you would anyone else. If he or she has been out of the work force for a while, the process may take longer than usual.
- Give restored employees their fair share of work. Babying and overprotection never strengthen and may weaken the individual.
- Make the person feel that he or she is a member of the team, not an outsider. Warmth and kindness are important to everyone.

# *Chapter IX*
# Mental Retardation

**What Retardation Is**

Mental retardation involves inability to use one's mind for thinking, figuring, or remembering as well as someone who is "normal." Depending on where and how we draw the lines, retarded people in the United States number between four and six million. More than three million of these individuals are of employable age. The vast majority—more than 85%—are mildly disabled.

There is no sharp demarcation between normal and subnormal; nor are individuals who are retarded equally impaired in all human functions. There is evidence that many mentally retarded persons have average or superior abilities in some respects. They are proficient in some ways and deficient in others. Retarded persons differ as much among themselves in their patterns of assets and limitations as do others, but their overall capabilities fall short of what is expected for people of their age and experience.

Mental retardation should not be confused with mental illness or behavioral and emotional problems, although these disabilities may exist along with retardation. Approximately one-third of retarded persons suffer multiple handicaps, including epilepsy, cerebral palsy, impaired vision or hearing, and other disorders.

**Readiness for Employment**

Retarded persons are less likely than others to grasp relationships or to find solutions to problems, but they do learn and think. In most cases the degree of disability can be lessened through rehabilitation and special education. Many retarded persons receive preparation and training for employment through vocational rehabilitation agencies and sheltered workshops. The individual is evaluated and instructed by a professional staff.

A recent study concluded there are 400,000 idle adult retarded persons in the United States, including a high proportion of moderately impaired individuals who undoubtedly could be gainfully employed. Surveys conducted during the past few years highlight the potential productivity of retarded persons and establish the fact that substantial numbers already fit into the national economy and earn at levels only moderately below those of the general population.

Like other people, mentally retarded individuals usually want to be independent and responsible for their own support. When properly placed and supervised, they can be assets to a work force. However, their

employability depends on the willingness of society to provide the training and restructuring of jobs necessary to take advantage of each individual's talents. One of the largest obstacles to equal employment opportunity for retarded persons is persistent lack of employer confidence in their capabilities.

### Job Possibilities

Many mentally retarded people are good at unskilled, service, and short-cycle repetitive jobs. These jobs bore some people, but retarded workers often seek them and may actually be better qualified for them than most other people. In occupations plagued by high turnover rates, retarded persons tend to excel. Usually they display great stability and prove more reliable, more loyal, and more dependable than other workers. Supervisors can expect enthusiasm and a high degree of job interest and satisfaction.

Among other places, retarded persons now work in laundries, dry cleaning establishments, restaurants, gas stations, barber shops, beauty parlors, hospitals, nursing homes, private homes, nurseries, publishing houses, retail stores, factories, and farms. Qualified mentally retarded persons have been successfully employed in the following jobs—as well as hundreds of others—stock clerks, sales clerks, office clerks, messengers, mail carriers, day workers, domestics, housekeepers, nursemaids, nurses aids, attendants, ward helpers, bus boys, kitchen helpers, dishwashers, boot blacks, manicurists, ushers, porters, janitors, recreation and amusement workers, landscape laborers, groundsmen, bakers, upholsterers, construction workers, unskilled laborers, welders, route men, packers, assemblers, inspectors, laundry sorters, carpenter's helpers, metal workers, and warehousemen. Individuals who are mentally retarded have been and can be employed in a wide variety of Federal jobs.[24,29]

### The Right Position for the Right Person

Periodically, the selective placement coordinator should canvass jobs in his or her agency to determine which could be performed by qualified mentally retarded individuals. Rehabilitation counselors can help with this process. In addition to identifying positions that already are suitable, Federal managers and supervisors should consider restructuring jobs to enhance employment opportunities. The object should be to reduce the need for learning details, exercising judgment, and finding new solutions to problems. This can be accomplished by analyzing the components of work to be done, eliminating simple tasks from some jobs, and combining these duties to create new jobs at lower levels.

Federal agencies wishing to make special hiring efforts should get in touch with professionals serving retarded persons. Places to call include the local office of the State vocational rehabilitation agency, the local

office of the State employment service, local associations for retarded citizens, public school systems that sponsor school-work or work-study programs for mentally retarded persons, and community residence programs for retarded persons. If a special appointing authority is to be used, as is explained earlier in this handbook, a State rehabilitation counselor must prepare a certification.

Like anyone else, a retarded person may be employed by the Federal Government through the usual competitive process. It should be noted that competitive examining need not include testing. For example, paper and pencil testing is not necessary for unskilled clerical or laborer positions. Instead, evaluation techniques assess the applicant's motivation, interest, work history, and other such job-related factors. Through this type of examination mentally retarded persons have been able to establish eligibility for worker-trainee and some other positions in the competitive service. After eligibility has been established, selective placement coordinators and rehabilitation counselors can help the individual find a suitable job.

**Job Orientation**

A retarded person's success on the job often depends upon the willingness of others to devote reasonable time and interest to helping the individual adjust initially and meet new challenges as they arise. Some suggestions:

- Talk to a retarded person as you would to anyone else, but be more specific. Avoid abstractions, and demonstrate what is to be done. Show and tell, but don't talk down to the individual.
- Be sure the retarded person knows where things are—time clock, lockers, restroom, cafeteria, drinking fountain, supply room, etc. Don't rush, and be sure he or she understands.
- Take extra care to explain about working hours, proper clothes for the job, the work station, and the rate of pay. Also, be sure the retarded employee knows to whom he or she should report each day and where he or she should go at the end of the day for transportation home.
- Now and then ask questions to be sure you are being understood. For example, ask the individual to explain to you what is to be done or to show you where he or she is to go. Be certain there is no confusion.
- Introduce the retarded employee to his or her co-workers, and if possible identify one person who will be available to answer questions and discuss problems. Shyness will fade as the retarded person gets acquainted and gains confidence. Let the person know that he or she is one of the work-a-day family, but don't force after-hours friendships.

- Be ready to give a helping hand when new situations and new problems arise. As time passes, make every effort to understand the retarded person's strengths and weaknesses as an individual.

As is explained earlier in this handbook, vocational rehabilitation counselors follow up on placements of individuals employed under section 213.3102(t) of Schedule A.[24] Counselors keep in touch with retarded employees and their supervisors so that minor difficulties can be dealt with before they get out of control and inadequate placements can be corrected if problems are not satisfactorily resolved. Counselor involvement also should be encouraged in regard to those mentally retarded employees who have been able to enter the competitive service. In such cases, professional assistance is available but not automatic.

# *Chapter X*
# Mobility and Other Physical Handicaps

### General Considerations

Countless injuries, diseases, and conditions can cause physical handicaps that affect an individual's ability to find and keep a job. Some disabilities are acquired at birth. Others stem from accidents or illnesses later in life. Basic mobility, coordination and balance, strength and endurance, and other aspects of body function may be affected.

To provide reasonable accommodation for physical disabilities it is necessary to find out how individual limitations relate to job requirements. The best way is by asking the person, as each case is different no matter what the textbooks say. General information is available from many sources, some of which are listed in the back of this handbook. Labels often are misleading, as the severity of disabilities varies. There are many more exceptions than rules.

Preconceived notions about the impact of physical disabilities interfere with fair appraisal of an applicant's knowledges, skills, and abilities. Similarly, erroneous beliefs about the physical requirements of jobs may preclude consideration of disabled people for positions for which they are fully qualified. It is important to remember that many diseases and conditions are characterized as progressive but in fact may or may not have much effect on how a person lives and works during a specific period of time. Individual cases are different, and no individual may be excluded from consideration for employment for which he or she is qualified.[30]

In this chapter a variety of disabilities are described briefly, and some employment considerations are addressed. Much is left unsaid, as the basic principles of selective placement and reasonable accommodation are dealt with elsewhere in this handbook.

Many persons who have physical disabilities use adaptive equipment of one kind or another. Mobility aids are especially common, and the most ordinary are canes, crutches, walkers, and wheelchairs. Artificial limbs and arm, leg, and body braces also are used by many persons who have physical disabilities. These types of equipment usually are the personal property of the individual. The employer's role is to provide a setting in which necessary devices can be used effectively. For example, nonslip floor coverings may be essential to the safety of a person who uses crutches or extra maneuvering space around a desk may be important to an individual who walks with the assistance of braces. Barrier removal is discussed in another chapter of this handbook.

**Persons Who Use Wheelchairs**

There are a number of things to keep in mind about the large group of physically disabled persons who use wheelchairs. Of the more than 25 million Americans who have mobility problems, approximately 500,000 are wheelchair-users. Wheelchairs provide mobility for persons with paralysis, muscle weakness, lack of coordination, nerve damage, and/or stiff joints. People use wheelchairs as a result of a variety of disabilities.

Wheelchairs come in many sizes and shapes adapted to the physical characteristics and life style of the user. Some chairs are pushed by hand; some are motorized. Architectural barriers are a persistent problem for all wheelchair-users. Doors and corridors often are too narrow; tables and desks often are too low; steps and curbs abound. For those who do not drive, transportation may be difficult to arrange.

Still, using a wheelchair is not a tragedy. A wheelchair can be an inconvenience, but for the most part it offers freedom. Wheelchair-users do not lead lives of unhappiness and despair, and as a rule they are not preoccupied with the desire to walk. A wheelchair does not affect an individual's intelligence or personality and does not necessarily restrict his or her life style. When persons who have been able-bodied develop disabilities that cause them to use wheelchairs, their lives often continue without nearly so much change as anticipated.

Not all wheelchair-riders are paralyzed. Many can walk with the aid of canes, braces, crutches, or walkers. But it is more efficient for them to use a wheelchair, because ease and speed of movement are increased. This does not mean these individuals are faking disability.

Use of a wheelchair does not necessarily indicate illness. Perhaps erroneous impressions survive because of the use of wheelchairs in hospitals and the popularity of "pity campaigns" by telethon and charity organizations. Many people who use wheelchairs have no continuing health problems. One can come to use a wheelchair from an injury to the spinal cord, the effects of polio, or differences in bone structure at birth, as well as from a variety of diseases. The damage often is done during a fairly short period of time. Thereafter the person is unable to walk but is no longer ill. Sometimes a person in a wheelchair does have a disease or condition that remains active or keeps on getting worse. If the individual is not in a hospital, it is safe to assume that whatever he or she has is not contagious.

Use of a wheelchair need not keep a person from holding a physically demanding job. Wheelchair-users are employed as mechanics and farmers as well as office workers. Wheelchair athletes now compete in the Boston Marathon and other grueling sports events. Many wheelchair-users drive hand-controlled automobiles, and some fly hand-controlled airplanes. For business purposes, travel around a building, throughout a metropolitan area, or across the country is feasible and usually is easy.

There is no reason why persons in wheelchairs must be confined to desk jobs.

Most wheelchair-users do not depend on others for assistance in everyday activities. Environmental modifications and adaptive equipment make it possible for many who are very severely disabled to help themselves in almost every way. They may or may not do things differently or more slowly than others. Over-protective attitudes hinder much more than they help.

When you meet a wheelchair-user, here are some things to remember:

- Don't automatically hold on to the person's wheelchair. It is part of the person's body space. Hanging or leaning on a wheelchair is similar to hanging or leaning on a person sitting in any chair. It may be fine if you are friends, but it is inappropriate if you are strangers.
- Keep your toes out from under the wheels of the chair. Usually it will be easier for you to stand back than for the person in the chair to dodge you. Wheelchairs cannot step sideways.
- Offer assistance if you wish, but don't insist. If the person needs help, he or she will accept your offer and tell you exactly what will be helpful. Forcing assistance can be unsafe. For example, if you grab the chair, the person in it may fall out.
- Never talk about a person in a wheelchair as though he or she were not there. Talk directly to the person. If you are asking questions or making comments don't use a third party as an intermediary or a sounding board. Very few persons in wheelchairs are speechless or incapable of understanding what you say.
- Don't be sensitive about using words like *walking* or *running*. People in wheelchairs use the same words.
- If conversation proceeds for more than a few minutes and it is possible to do so, consider sitting down in order to share eye level. It is uncomfortable for a seated person to look up for a long time.
- If you want to know how a wheelchair or other adaptive equipment works or what kind of disability a person has, find an opportunity to ask the person directly. Most disabled people don't mind answering general questions, though it may be best to find a private place and time. It would be inappropriate, however, to ask personal questions about a disability until a relationship develops in which personal questions are naturally asked.
- Accept the fact that a disability exists. Not acknowledging an obvious disability is similar to ignoring someone's sex or height.
- Treat a disabled person as a healthy person. That an individual has a functional limitation does not mean the individual is sick.
- Don't be surprised if a disabled person transfers from a wheelchair to a car or a piece of furniture. Few are "confined" to their chairs.
- Keep in mind that most disabled people have the same activities of

daily living you do. They keep house, shop, go to restaurants and theaters, travel, marry, raise children, and in general occupy their time in the usual ways.

- If a disabled person tells you he or she can do something but you cannot understand how (white-water rafting or a particularly difficult job might be examples), ask the person to explain.

**Disabling Conditions That Are Obvious**

Among common physical disabilities are a large number that are well-known and usually easy to see. As a rule, it is obvious that individuals who have these disabilities are handicapped, and the appearance of disability may in and of itself interfere with equal employment opportunity. Any of the disabilities described below can cause a person to use a wheelchair or some other type of mobility aid. There may also be other effects.

For employment purposes, detailed knowledge of disabilities is unnecessary. Management of a disability and its everyday consequences is the proper concern of the individual and experts he or she consults—not of managers, supervisors, and co-workers. The following explanations are offered only for general information:

**Muscular dystrophy**—The term refers to a group of diseases characterized by progressive wasting and weakening of the muscles. Muscular dystrophy occurs in persons of all ages and in adults may involve many years of slight disability. Of the estimated 200,000 persons in the United States who have muscular dystrophy, many eventually will use wheelchairs.

**Spina bifida**—The words mean "cleft spine." Persons with spina bifida have an abnormal opening in the bones of the spinal column. Contents of the spinal canal may slip through, and this may cause weak or paralyzed muscles and inadequate or no skin sensation. The person often uses braces, crutches, or a wheelchair. Each year about 12,000 babies are born in the United States with spinal bifida.

**Cerebral palsy**—The term refers to a group of ailments having a variety of symptoms. All are brain-centered and all affect muscular control. Persons who have cerebral palsy may or may not speak in an unusual way, make unusual movements with their faces and other parts of their bodies, swallow with difficulty, have impaired hearing or eyesight, or use wheelchairs, crutches, or other mobility aids. Cerebral palsy sometimes causes brain damage, which limits learning and employment. However, cerebral palsy also can co-exist with normal or superior intelligence. The physical and mental effects of cerebral palsy must be separated carefully. Because its manifestations so often are highly visible and because ability to communicate so often is impaired, cerebral palsy is one of the most difficult disabilities for members of the general public to accept. Persons who have cerebral palsy often are very much aware of this and fully

understand the social environment in which they live. They must not be denied equal employment opportunity.

**Ataxia**—This term is used to refer to genetic disorders that result in deterioration of the nervous system, causing failure of muscle coordination and irregularity of muscle action. Approximately 50,000 people in the United States have hereditary ataxia. Balance, coordination, speech, and other functions generally are affected, but intellectual and emotional processes are not. The word *ataxia* is used in a general sense to describe the type of abnormal body movement that is characteristic of a variety of disabilities including some forms of cerebral palsy.

**Multiple sclerosis**—This is one of the most common diseases of the nervous system. More than 200,000 Americans have it and experience varying degrees of disability as a result. Strength, balance, muscle control, sensation, eyesight, speech, and other bodily functions may or may not be affected depending upon what part of the nervous system is involved. The use of a wheelchair is typical. Symptoms may come and go, and the individual may be able to live and work much as other people do. The disease usually develops in young adults, persons who are just beginning their careers and often can continue to be employed.

**Parkinson's disease**—This neurological disorder affects the brain centers that control movement. Characteristically, the person has tremors (shaking) in a hand or foot. Roughly 500,000 people in the United States have this disease. In persons over 50 years of age, the figure may be as high as 1 in 200. Drugs are effective in many cases, and disability often is mild for 20 or even 30 years. This is one of many diseases that are characterized as progressive but in fact may or may not have much effect on how a person lives and works.

**Stroke and hemiplegia**—In general stroke refers to sudden brain damage caused by a burst blood vessel in the brain or blockage of a vessel that supplies blood to the brain. The area of the brain that is affected stops functioning and various disabilities result. Hemiplegia, paralysis of one side of the body, often follows a stroke. In addition, speech, vision, memory, reasoning ability, and personality may or may not be affected. Often it is possible for the person to relearn skills and abilities that are lost. After a stroke, an individual may be able to return to the same job he or she previously held or may be able to shift to a different type of position.

**Paraplegia and quadriplegia**—Paraplegia is paralysis from approximately the waist down, and quadriplegia is paralysis from the neck or shoulders down. Usually paralysis involves not only loss of voluntary motion but also loss of sensation. It can result from spinal cord injury or damage to the spinal cord caused by diseases such as polio. There are over 150,000 paraplegics and quadriplegics in the United States today.

Many have minimal continuing health problems and lead active lives in wheelchairs. Physical abilities vary widely.

**Arthritis**—The principal manifestation of this disease is inflammation of the joints. Pain, fatigue, weakness, and stiffness are common, but the intensity of the disease fluctuates. There are several types of arthritis, and ability to function varies substantially among individuals who have the same type. For example, rheumatoid arthritis forces some people to quit working, but over 50 percent of persons who have it are able to remain fully employed. Medication, exercise, and various types of surgery are helpful in some cases. Persons with arthritis often use canes, crutches, or wheelchairs.

### Hidden Handicaps

A disabling condition can be defined as any chronic condition that limits the amount or kind of activity in which an individual can engage. Physical disabilities result not only from easily recognized orthopedic or sensory impairments but also from less obvious but highly prevalent conditions such as respiratory or circulatory ailments. Hidden handicaps can have serious or inconsequential effects on an individual's ability to find or keep a job and advance to a level of employment commensurate with his or her abilities.

Selective placement is as much concerned with invisible disabilities as with any other kind. The information that follows is intended to alert selective placement coordinators to the types of problems hidden handicaps can cause and to suggest what can be done to provide equal employment opportunity for the persons who are affected.

**Cardiovascular disease**—This term applies to a number of illnesses that affect the heart and blood vessels. Cardiovascular disorders, particularly heart disease, are the number one health problem in the United States. An estimated 30 million Americans have cardiovascular diseases, including about 27 million with high blood pressure, 4 million with coronary heart disease, and 1.8 million with rheumatic heart disease. The employability of all these persons is determined by medical evaluation of the individual. There are no maximums or minimums that apply in every case. A person who has recovered from a heart attack may be able to resume arduous work to which he or she previously was accustomed or may be so weakened that even administrative work is too stressful. Managers and supervisors need not be overcautious, as fitness for duty can be determined only by a medical specialist.

**Lung disease**—While such mass killers of the past as pneumonia and tuberculosis largely have been brought under control, the chronic obstructive lung diseases—especially emphysema and chronic bronchitis, the two most common and serious—are on the rise. These two diseases, which often occur in combination, are a leading cause of disability. Of the esti-

mated 1.3 million Americans who have emphysema, over half are under the age of 65. It is estimated that the disease disables one of every 14 wage-earners over 45 years old. Emphysema may be experienced in a very mild form and, if treated with proper care, often can be arrested. As long as over-exertion and lung irritation can be avoided, ability to work may be unaffected.

**Kidney disease**—Kidney failure is a way of life for more than 34,000 Americans. Many of these people are kept alive by hemodialysis—a mechanical method of purifying the blood. Blood is taken out of the body and passed through an artificial kidney machine that removes waste materials. The process takes five to six hours and must be repeated several times each week. In 1973, legislation was passed providing Federal payments for dialysis and kidney transplants. As a result, persons whose kidneys have failed often are able to work, travel, and live much as other people do.

**Diabetes**—This disease causes the body to be unable to convert certain foods into heat and energy. Sugar accumulates because the pancreas fails to produce insulin properly. Diabetes can be controlled by an individually prescribed combination of diet, exercise, weight reduction, and medication. Approximately 10 million Americans have diabetes, and the condition can develop at any time during childhood or adulthood. Many people who have diabetes live and work with only minor restrictions on their activities.

**Cancer**—The term refers to a group of diseases characterized by unrestrained growth of cells. In most types of cancer these cells build up into tumors that can damage or destroy surrounding tissue. Because cancer varies greatly in cause, symptoms, growth, response to treatment, and possibility of cure, it is considered to be not one disease but many.

Each year about 675,000 Americans find out they have cancer. At present rates, one in four persons now living in the United States eventually will have it. Today, about 1.5 million former cancer patients are alive in this country and can be considered cured. Another 1.5 million are undergoing treatment for cancer or have undergone treatment fairly recently, and many of these persons also are or will be cured. Some who will never be cured nonetheless will live for many years and are fully capable of working.

Job discrimination against cancer patients apparently is widespread. A study conducted not long ago at a major university showed that among able, qualified individuals who were cancer patients at least 17 percent had lost their jobs or had not been recommended for advancement because it was known that they had been treated for cancer. Few were able to find new jobs. At least half reported some form of discrimination, particularly changed attitudes among those around them.

People overreact to the word *cancer*; therefore, few individuals have

opportunities to prove their capabilities after undergoing treatment for this disease. Cancer is not contagious, and there is no reason that a person who has it or has had it should not work if he or she is qualified for the position in question. In Federal employment, discrimination against cancer patients is illegal.

**Epilepsy**—This word is used to describe a number of disorders of the nervous system, all of them centered in the brain. The term comes from the Greek word for *seizures*, and seizures of one kind or another are the primary characteristic of all forms of epilepsy.

Two million adults in America have epilepsy. That is two out of every 100 people. Most epilepsy is mild, and 80 percent of epileptics are able to work. Of these, half have no seizures at all, and one-fourth have only occasional seizures. Some seizures are accompanied by complete blackouts—usually of short duration. Many seizures are milder—a sort of unobtrusive blanking-out for a few seconds. Often the person knows when a seizure is about to occur.

Industrial studies show there is no significant difference in accident rates among persons with epilepsy and others. In fact, a U.S. Labor Department study indicates that persons with epilepsy have slightly better safety records than other workers. It has been found that individuals who have epilepsy do not take more time off from the job than others and that they are as productive as others.

Physically, people with epilepsy are the same as anyone else—except during the very short periods when (and if) they have seizures. The medicines they take need not be sedatives and do not necessarily slow them down. Like other people, those who have epilepsy may or may not do well in jobs that are physically or emotionally demanding. The only safe generalization is that each person is different.

A history of epilepsy, in itself, does not disqualify an individual for Federal employment.[31] After an applicant's qualifications have been evaluated and a conditional offer of employment has been made, a medical officer investigates to determine whether or not the epilepsy is adequately controlled and the duties of the position can be performed efficiently and without hazard by a person with epilepsy.

The Office of Personnel Management considers control adequate if the individual is under a physician's continuing supervision, the individual either no longer needs or is taking medicine to prevent seizures, and the seizures have been effectively controlled or eliminated by the medication. In most cases, the person's work history is a good indicator of the degree of control achieved. A person need not be seizure-free to be placed in a nonhazardous position, and reasonable accommodation must be provided when (and if) seizures occur on the job.

When evidence of adequate control is submitted, Federal agencies will consider persons with epilepsy for positions that do not require working

at heights, around dangerous power-driven machinery, or in any other environmental situation that would cause the person to be a hazard to himself or herself or others in the event of a lapse of consciousness. There is no restriction on placement in such nonhazardous positions when the applicant shows control has been achieved with medication or there have been no seizures for three months.

In regard to hazardous positions, there is no restriction on placement when the applicant shows that he or she has been seizure-free *without medication* for two years. Requirements for positions involving operation of a motor vehicle differ slightly in that the person must have been seizure-free *with or without medication* for two years.

# *Chapter XI*
# Disabled Veterans

### Preference and Counselors

Since the time of the Civil War, eligible veterans of the Armed Forces traditionally have been given preference in appointment to Government jobs and in retention of these jobs during layoffs. Although preference does not have as its goal the placement of a veteran in every Federal job for which a vacancy occurs, it does provide a uniform method by which special consideration is given to qualified applicants who are veterans.

Two classes of preference are given to honorably separated veterans who served on active duty: 10-point preference and 5-point preference. Disabled veterans or under certain conditions their spouses receive 10 points. Also the widows or widowers of certain veterans, and widowed, divorced, or separated mothers of some veterans who died in service or who are totally and permanently disabled by a service-connected disability get 10 points. Most other honorably discharged veterans get 5 points, depending upon length or dates of service.[32]

There are veterans employment counselors in most Federal Job Information Centers to help veterans establish eligibility for employment and identify appropriate vacancies. Thus disabled veterans may expect service not only from selective placement coordinators but also from veterans employment counselors. Public Law 93–508 mandates, in part, that Federal agencies employ affirmative action in hiring, placement, and advancement of disabled veterans, particularly those of the Vietnam era.

### Special Employment Programs

In addition to being eligible for all forms of accommodation provided for handicapped individuals in general, disabled veterans also are entitled to participate in special employment programs. For example, under the Veterans Readjustment Appointment (VRA) authority, eligible Vietnam-era veterans may be hired by a Federal agency in jobs at grades 1 through 7 without competing in civil service examinations. The VRA program combines work experience and self-development training on the basis of the veteran's interests and abilities and the personnel needs of the agency. Subject to successful job performance and satisfactory participation in the agreed-to training, VRA appointments may be converted after 2 years to regular career conditional appointments.[33] Also, disabled veteran clients of the Veterans Administration may train in Federal agencies and be noncompetitively appointed to the position or class of positions for which trained in any agency having a suitable vacancy.[14]

**Organizations and Services**

Information about services to veterans is available from a number of organizations, most of which have local as well as national offices. Resources include AMVETS, the Blinded Veterans Association, Disabled American Veterans, the American Legion, Veterans of Foreign Wars, Paralyzed Veterans of America, and the National Association of Concerned Veterans. Employment counseling is available throughout the State veterans employment service offices of the Department of Labor, and the Veterans Administration provides benefits/rehabilitation counseling and information about training programs through its local Veterans Assistance Centers and the Counseling and Rehabilitation Service Department of its headquarters office.

# References

The Federal Personnel Manual (FPM) system contains regulations and guidelines issued by the Office of Personnel Management (OPM) for Federal agencies in carrying out their delegated responsibilities. Although most of the material on employment of the handicapped appears in FPM Chapter 306, "Selective Placement Programs," there also are other pertinent FPM sources of information and these are cited as applicable. Also included are OPM publications that may be helpful. The FPM references are indicated by FPM chapter and subchapter. The OPM publications are identified by title. All of these documents are available through the personnel offices of Federal agencies and the regional and area offices of the OPM. Libraries have copies of the *Code of Federal Regulations*. The *Federal Register* is a daily publication available through libraries and many Federal agencies.

A few references are to reports and recommendations of the Interagency Committee on Handicapped Employees (ICHE). Information about these publications is available from the Office of the Secretariat of the ICHE, which is located in the central office of the Equal Employment Opportunity Commission, 2401 E Street, NW., Washington, D.C. 20506.


1. FPM chapter 306, subchapter 11 and appendix C.
2. FPM letter 713-43; *Federal Register*, volume 43, no. 58, Friday, March 24, 1978, pages 12293-12296; and title 5, *Code of Federal Regulations*, part 713, subpart G.
3. "Discrimination Complaints Procedures for Handicapped Federal Employees and Applicants for Federal Jobs: Some Questions and Answers," Civil Service Commission pamphlet BRE 73, April 1978, and "On How the Discrimination Complaints System Works," Civil Service Commission pamphlet, FED Facts 10, December 1975.
4. FPM chapter 306, subchapter 1.
5. *Guidelines for the Interpretation of the Term "Handicapped Individual" for Purposes of Federal Employment*, ICHE report, January 28, 1975.
6. FPM chapter 306, subchapter 2.
7. FPM chapter 306, subchapter 3.
8. *Attitudinal Barriers and Employment Practices and Procedures that Affect the Employment of Handicapped Individuals in the Federal Government*, ICHE report and recommendations, November 21, 1975.
9. FPM bulletin 339-13 (December 11, 1978).
10. FPM chapter 339, subchapter 2.
11. FPM supplement 339-31, subchapter 1.

12. FPM chapter 306, subchapter 4.
13. FPM chapter 306, subchapter 10.
14. FPM chapter 306, subchapter 10, and FPM chapter 315, subchapter 6.
15. FPM chapter 306, subchapter 10 and appendix B.
16. FPM letter 213-20 (November 15, 1977).
17. *Meeting the Training Needs of Federal Government Handicapped Employees,* ICHE report and recommendations, December 10, 1976.
18. FPM letter 410-21 (February 21, 1978).
19. FPM chapter 306, appendix C, page C12.
20. FPM chapter 306, subchapter 8.
21. FPM chapter 306, subchapter 9.
22. FPM chapter 306, subchapter 5.
23. FPM chapter 306, appendix A.
24. FPM chapter 306, subchapter 6.
25. "Employment of Blind Persons in the Federal Service," Civil Service Commission pamphlet BRE 23, October 1975.
26. FPM letter 306-14 (December 29, 1978).
27. "Employment of Deaf Persons in the Federal Service," Civil Service Commission pamphlet BRE 22, October 1975.
28. "Employment of Mentally Restored Persons in the Federal Service," Civil Service Commission pamphlet BRE 6, August 1975.
29. "Employment of Mentally Retarded Persons in the Federal Service," Civil Service Commission pamphlet BRE 7, June 1975.
30. "Employment of Physically Handicapped Persons in the Federal Service," Civil Service Commission pamphlet BRE 8, April 1977.
31. "Employment of Epileptics in the Federal Service," Civil Service Commission form 614, February 1975.
32. FPM chapter 211 and "Opportunities in the Federal Service for Veterans," Civil Service Commission pamphlet BRE 48, September 1976.
33. FPM chapter 307 and "Veterans Readjustment Appointments—Questions and Answers," Civil Service Commission pamphlet BRE 36, February 1977.

# Suggested Reading

The publications listed here are recent and readily available. Many can be found in libraries. Persons involved in selective placement should make an effort to be aware of current thinking and accepted practice. An attempt has been made to see that major trends are reflected in this selection of reading matter.

**General**

Frank Bowe. *Handicapping America: Barriers to Disabled People.* New York, Harper & Row, 1978. $9.95. Available from the American Coalition of Citizens with Disabilities, 1346 Connecticut Ave., N.W., Room 308, Washington, D.C. 20036.

*Employment of Handicapped Individuals Including Disabled Veterans in the Federal Government.* Published September 30 of each year. Free. The 1978 edition is available from the Office of Selective Placement Programs, Office of Personnel Management, 1900 E St., N.W., Washington, D.C. 20415.

*The White House Conference on Handicapped Individuals: Summary Final Report.* 1978. DHEW Publication No. (OHD) 78-22003. Single copies free from the Office for Handicapped Individuals Clearinghouse, Room 338D, U.S. Department of Health, Education, and Welfare, Washington, D.C. 20201. For sale by the Superintendent of Documents, U.S. Government Printing Office, Washington, D.C. 20402. Stock No. 052-003-00563-8, $2.75.

*Executive Summary of the Comprehensive Needs Study of Individuals with the Most Severe Handicaps.* Washington, D.C., The Urban Institute, 1975. Single copies free from the Institute, 2100 M St., N.W., Washington, D.C. 20037. The full report of the study is for sale by the Superintendent of Documents, U.S. Government Printing Office, Washington, D.C. 20402. Stock No. 017-061-00038-1, $9.35.

*Programs for the Handicapped.* A periodical publication of the Office for Handicapped Individuals, U.S. Department of Health, Education, and Welfare, Washington, D.C. 20201. DHEW Publication No. (OHD) 78-22000. Free.

*Amicus.* A bimonthly magazine published by the National Center for Law and the Handicapped, 1235 N. Eddy St., South Bend, Ind. 46617. Individual subscriptions, $10.

The Regional Rehabilitation Research Institute on Attitudinal, Legal, and Leisure Barriers, Suite 704, 1828 L St., N.W., Washington, D.C. 20036

has published a series of booklets on barrier awareness. Single copies are free. Titles:

*The Invisible Battle: Attitudes Toward Disability*
*Beyond the Sound Barrier* (about hearing impaired and deaf people)
*Free Wheeling* (about wheelchair-users)
*Dignity* (about mentally retarded people)
*Counterpoint* (attitudes of disabled persons toward persons who are not disabled)

Information about vocational preparation and employment of persons with disabilities is available from the President's Committee on Employment of the Handicapped, Washington, D.C. 20210. All publications are free. There is a bimonthly magazine, *Disabled USA*, and a variety of pamphlets and booklets including:

*One in Eleven: Handicapped Adults in America: A Survey Based on 1970 U.S. Census Data*
A series of pamphlets: *Respond to: Workers with Cystic Fibrosis, Respond to: Workers with Epilepsy, Respond to: Mentally Restored Workers, Respond to: Workers with Muscular Dystrophy*
A series of pamphlets: *So You're Going To Hire a Mentally Restored Person and So You're Going To Hire a Mentally Retarded Person*
*Look Who's Minding the Store: Supervising Disabled Employees*
*Guide to Job Placement of Mentally Restored People*
*About Jobs and Mentally Retarded People*
*Guide to Job Placement of Mentally Retarded Workers*
*Why Not Hire a Blind Person?*

**Directories**

*Directory of Organizations Interested in the Handicapped.* Revised 1976. $1. Available from the publisher: Committee for the Handicapped, People-to-People Program, Suite 610, La Salle Building, Connecticut Ave. and L St., N.W., Washington, D.C. 20036.

*Directory of National Information Sources on Handicapping Conditions and Related Services.* December 1976. Free. Available from the publisher: Office for Handicapped Individuals, Department of Health, Education, and Welfare, Washington, D.C. 20201.

*The Directory of Agencies Serving the Visually Handicapped in the United States.* 1978. $10. Available from the publisher: American Foundation for the Blind, 15 W. 16th St., New York, N.Y. 10011.

*Directory of Programs and Services for the Deaf in the United States.* $5. Published each April in *American Annals of the Deaf*, 5034 Wisconsin Ave., N.W., Washington, D.C. 20016.

**Job Analysis and Modification**

Sar Levitan and Robert Taggart. *Jobs for the Disabled.* Baltimore, Johns Hopkins University Press, 1977. Hardback, $9.00; paperback, $3.50.

*Adaptation of Jobs for the Disabled.* Geneva, International Labour Office, 1969. $6.25. Available from the International Labour Office, Suite 330, 1750 New York Ave., N.W., Washington, D.C. 20006.

**Barriers and Access**

A variety of publications are available from the Architectural and Transportation Barriers Compliance Board, 330 C St., S.W., Washington, D.C. 20201. Among those that are free:

*Architectural and Transportation Barriers Compliance Board,* a pamphlet

*Access America: The Architectural Barriers Act and You,* a guide to filing complaints

*About Barriers,* a pamphlet

*Curb Cuts for Handicapped,* a draft blueprint

*People Are Asking About . . . Displaying the Symbol of Access.* Free. A pamphlet available from the President's Committee on Employment of the Handicapped, Washington, D.C. 20210.

*Report.* A bimonthly newsletter of the National Center for a Barrier Free Environment, 7th St. and Florida Ave., N.E., Washington, D.C. 20002. Single copies free.

*Into the Mainstream: A Syllabus for a Barrier Free Environment.* 1976. $2. Available from the publisher: American Institute of Architects, 1735 New York Ave., N.W., Washington, D.C. 20006.

*Barrier Free Site Design.* Washington, D.C., U.S. Department of Housing and Urban Development, 1975. For sale by the Superintendent of Documents, U.S. Government Printing Office, Washington, D.C. 20402. Stock No. 023-000-0029-4, $2.30.

*Accessibility Modifications: Guidelines for Modifications to Existing Buildings for Accessibility to the Handicapped.* Fayetteville, N.C., Barrier Free Environments Inc., 1976. $2. Available from the State Department of Insurance, Engineering Division, P.O. Box 26387, Raleigh, N.C. 27611.

Among standards and guidelines used by the Federal Government:

*American National Standard Specifications for Making Buildings Accessible to, and Usable by, the Physically Handicapped.* ANSI A117.1-1961 (Revised 1971). $2.75. Available from the publisher: American National Standards Institute, 1430 Broadway, New York, N.Y. 10018.

*Design of Barrier Free Facilities: Technical Handbook for Facilities Engineering and Construction Manual.* Part 4, Section 4.12. 1978. Free. Available from the publisher: Office of Technical Services, Office of Facilities Engineering, Department of Health, Education, and Welfare, 330 Independence Ave., S.W., Washington, D.C. 20201.

*Accommodations for the Physically Handicapped: Veterans Administration Construction Standard CD-28.* 1973. Free. Available from the publisher: Veterans Administration Office of Construction (OHC-2), 810 Vermont Ave., N.W., Washington, D.C. 20420.

**Disabilities and Diseases**

Information on disabilities and diseases is available from the Information Office of the National Institutes of Health, Bethesda, Md. 20014. The central information office maintains a collection of general interest publications and refers specific inquiries to the information offices of individual institutes specializing in various types of medical research. Many publications are free. Topics include cardiovascular disease, lung disease, kidney disease, diabetes, arthritis, cancer, epilepsy, cerebral palsy, muscular dystrophy, multiple sclerosis, spinal cord injury, stroke, language and learning disabilities, blindness and visual impairment, deafness and hearing impairment, and many other handicapping conditions and disorders.

Publications available from the American Foundation for the Blind, 15 W. 16th St., New York, N.Y. 10011 are listed in an annual catalog. Among items of interest:

*International Guide to Aids and Appliances for Blind and Visually Impaired Persons.* 1977. $3.

Louise L. Sloan. *Recommended Aids for the Partially Sighted.* 1971. $3.

*Environmental Modifications for the Visually Impaired: A Handbook.* 1971. Free.

Available from the bookstore of the National Association of the Deaf, 814 Thayer Ave., Silver Spring, Md. 20910 are the following:

Jerome D. Schein and Marcus T. Delk Jr. *The Deaf Population of the United States.* Published by the Association, 1974. Hardback, $11.50; paperback, $7.50.

Eu[illegible]ne Mindel and McCay Vernon. *They Grow in Silence.* Published by the Association, 1971. $5.50.

Douglas Watson, Editor. *Readings on Deafness.* New York, Deafness Research and Training Center, New York University School of Education, 1973. $3.75.

Available from the President's Committee on Mental Retardation, Washington, D.C. 20201 are two major reports, both of which are free:

*Mental Retardation: the Known and the Unknown.* Published by the Committee, 1976.

*Mental Retardation: Century of Decision.* Published by the Committee, 1976.



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